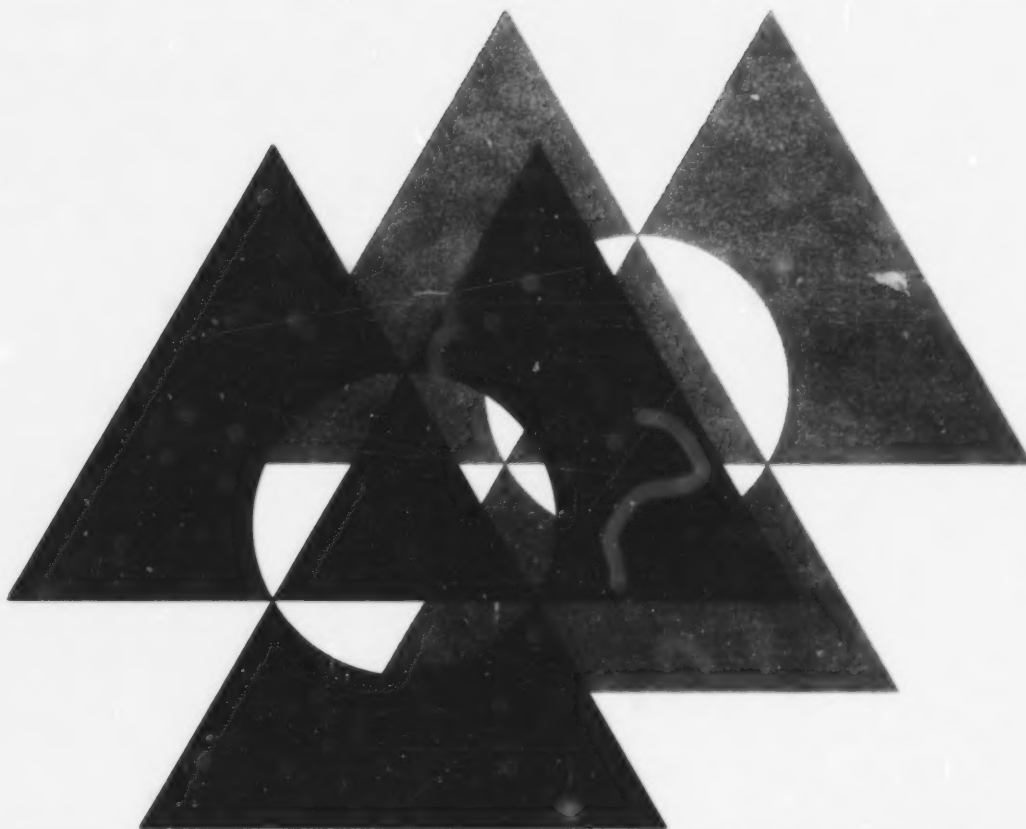


PROCEEDINGS

10th Annual Joint Meeting of the
Canadian Environmental Advisory Council



Alberta

Environment Council of Alberta

PROCEEDINGS

10th Annual Joint Meeting of the
Canadian Environmental Advisory Council

September 24, 25, and 26, 1986

Edmonton, Alberta

Published by the Environment Council of Alberta

Copies of this report may be obtained upon request to:

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FOREWORD

This is the record of the 10th Assembly of Canadian Environmental Advisory Councils held in Edmonton, September 24-26, 1986. It is not a complete verbatim transcript of the meeting; it is rather an attempt to capture its essential character. I believe that we were extremely fortunate in attracting, at this meeting of provincial and federal Environmental Advisory Councils, some absolutely first-rate presentations.

To me the highlights of the 10th Assembly and the items that I would urge all readers to peruse are the following:

First, the report of Tom Beck on behalf of the Canadian Environmental Advisory Council -- This is the last report that Tom will make, since he has been replaced on CEAC. But what a way to bow out! The topics that Tom, as chairman of the CEAC, has steered them to consider are at the leading edge of environmental concerns: Environmental Science, Environmental Implications of Trade, Enforcement of Environmental Standards, Environment/Economy Relations, and Toxic Chemicals.

All of these topics have as important a place on the agenda of a concerned environmentalist today as they did when CEAC began their investigation of them under Tom Beck's direction.

Second, free trade and the environment: no one has raised more important points on the possible effects of freer trade with the U.S.A. on environment conservation than Dr. Dixon Thompson. His presentation is thoughtful and challenging. It is also frightening, in that the very reasonable questions that he raised have not been answered or even, as far as one can tell, considered by those directly responsible for negotiating the free (or freer) trade pact.

Third, Mike Kelly provided the essential deep backgrounder for the discussion of a major theme of the Assembly, the development of Provincial Conservation Strategies, with his philosophical and practical answer to the question "What is a Conservation Strategy?" Anyone who is contemplating getting involved in the development of a conservation strategy, at whatever level and in whatever role, should be required to first read Mike's presentation. It combines ease of reading with brilliance of thought and insight, in a way that happens rarely.

Fourth, the panel presentation on Provincial Conservation Strategies: what they are and how they can be, or should be, developed. There were four forceful panelists, each with a unique insight and viewpoint.

Les Cooke, Assistant Deputy Minister, Resource Evaluation and Planning, Department of Forestry, Lands and Wildlife recounted how Alberta plans for the 65 percent of the land base that is in provincial hands. His approach is practical, pragmatic, and gets things done. In particular, integrated resource management as practiced in Alberta has provided a way, a proven way, in which the competing interests in land use represented by the various provincial departments can arrive at a consensus about how Crown land should be used.

Bill Shaw, a planner with the Red Deer Regional Planning Commission, spoke for the 35 percent of the province not in Crown land, where the bulk of the people and the toughest land use problems are to be found. At the municipal and regional level, where these decisions are made, Bill pointed out how difficult it is to see the global impact of small and seemingly insignificant daily land use decisions. He also highlighted today's critical dichotomy between jobs, incomes, and tax bases; and the preservation of wetlands, the protection of waterways, the conservation of soils, and the maintenance of historical and cultural artifacts that provide their benefits indirectly, subtly, and over a long period of time.

Maryhelen Posey brought to the panel the NGO view. Her important contribution was to remind listeners that a conservation strategy, a land use plan, or integrated resource management, relied essentially on people management, on people's acceptance and endorsement, for its effectiveness. Plans developed on high have to obtain the consensus of the public to be put into practice. So why not build from the bottom up in the first place?

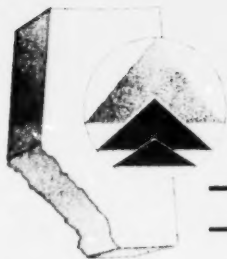
Finally, Tom Beck reminded us that industry is "just folks" -- there are the good, the bad, and the indifferent. Tom reminded those who wish to promote conservation strategies to direct their attention at the top -- at CEOs, rather than vice-presidents. Vice-presidents are concerned for their section and their budgets, while the CEO is able to see the farthest in time, to see the place of his company in relation to governments and publics and to be unconstrained by budgets. A useful piece of advice.

These, to me, were the highlights of the 10th Assembly. If I am able to persuade anyone to read the full text of the reports briefly described here (which only hints at the riches that they contain), I will have served my function. I am both proud and pleased to have presided as chairman and host of the 10th Assembly of the Canadian Environmental Advisory Councils, and the reason for my pride and pleasure is contained in these presentations.

Alistair D. Crerar
Chief Executive Officer
Environment Council of Alberta

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AGENDA

SEPTEMBER 24, 1986

- 8:00 a.m. **Registration Desk Opens**
- 8:30 a.m. **Welcome**
 Mr. Alistair D. Crerar
 Chief Executive Officer, Environment Council of Alberta

 Hon. Ken Kowalski
 Minister of Environment, Province of Alberta
- 9:00 a.m. **Cross Canada Reports By Various Councils and Other Representatives**
- 10:00 a.m. **Coffee Break**
- 10:20 a.m. **Cross Canada Reports By Various Councils and Other Representatives**
 — Continued
- 12:00 noon **Lunch — Own Arrangements**
- 1:30 p.m. **Environmental Implications of Trade**

 Dr. Dixon Thompson
 Professor of Environmental Design, University of Calgary, and
 Member and Past Chairman of the Science Advisory Committee
 to the Environment Council of Alberta
- 3:00 p.m. **Coffee Break**
- 3:20 p.m. **Update on Progress of Conservation Strategies**

 International (Brundtland)
 National Conference
 Provincial and Territorial
- 5:00 p.m. **Adjournment**
- Evening **Free**

SEPTEMBER 25, 1986

8:30 a.m.

What is a Conservation Strategy?

Address, discussion and question period.

Mr. Mike Kelly
Senior Research Officer
Environment Council of Alberta

9:40 a.m.

Coffee Break

10:00 a.m.

Panel Discussion

Implementing a Conservation Strategy: The need for co-operation
at all levels of government, industry, nongovernment organizations
and the general public.

Industry Perspectives

Mr. Doug Bruchet
Manager of Socio-Economic Development
Canadian Petroleum Association

Provincial Perspectives

Mr. Les Cooke
Assistant Deputy Minister
Resource Evaluation and Planning Division
Alberta Forestry, Lands and Wildlife

Regional and Local Perspectives

Mr. William Shaw
Manager, Rural and Regional Planning
Red Deer Regional Planning Commission

Nongovernment Organization Perspectives

Mrs. Maryhelen Posey
Vice-Chairman
Public Advisory Committees to the
Environment Council of Alberta

12:00 noon

Lunch — Own Arrangements

(continued)



SEPTEMBER 25, 1986

8:30 a.m. **What is a Conservation Strategy?**

Address, discussion and question period.

Mr. Mike Kelly
Senior Research Officer
Environment Council of Alberta

9:40 a.m. Coffee Break

10:00 a.m. **Panel Discussion**

Implementing a Conservation Strategy: The need for co-operation
at all levels of government, industry, nongovernment organizations
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Industry Perspectives

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Manager, Rural and Regional Planning
Red Deer Regional Planning Commission

Nongovernment Organization Perspectives

Mrs. Maryhelen Posey
Vice-Chairman
Public Advisory Committees to the
Environment Council of Alberta

12:00 noon **Lunch — Own Arrangements**

(continued)

SEPTEMBER 26, 1986

8:00 a.m. Tour of Environmental Poster Gallery in the Environment Council Offices

For those not wishing to walk, vans will provide shuttle service at 7:45 a.m.

Coffee and Danish will be served.

9:00 a.m. Depart Environment Council Offices for Field Trips

Trip 1 — Tour of Strathcona Science Park including the Alberta Natural Resources Science Centre and the Archeological Centre.

Trip 2 — Tour of the University of Alberta Devonian Botanic Gardens and the Clifford E. Lee Nature Sanctuary.

(This tour is outdoors so dress appropriately.
Bring your camera and binoculars.)

All Tours will include the City Centre, Legislature Grounds, University and other areas along the way.

1:00 p.m. Arrive at West Edmonton Mall

Lunch — Own Arrangements

3:00 p.m. Guided Tour of West Edmonton Mall

45 minutes. Cost: \$2.00.

Meet at Entrance 32 (170 Street between Eatons and the Bay)

Remainder of the day is yours to explore West Edmonton Mall.

For those who want to visit the water park, bring your swimsuits.

As the Mall remains open until midnight, people can arrange their own taxis back to the Hotel at their convenience.

West Edmonton Mall provides one shuttle bus to the Van Winkle from Entrance 32 at 6:30 pm.

CROSS-CANADA REPORTS AND CONSERVATION STRATEGY UPDATES

FEDERAL

Mr. Tom Beck
Chairperson
Canadian Environmental Advisory Council

INTRODUCTION

As usual, I will be reporting mainly on events of the fiscal year that ended last March 31. But activities and events have a life beyond that of a fiscal year, so I will also mention a few of the major events and directions of recent months. I would be remiss not to mention the positive relationship we enjoy with the Minister, the Honorable Thomas McMillan. This relationship, we believe, will translate into an expanded role for C.E.A.C. in the near future.

The Status of Council

In our report to the Assembly last year in Quebec city, I mentioned that there had been several proposals for change in the role of C.E.A.C., for example, in the report of the Macdonald Commission and in the report of the Inquiry of Federal Water Policy. The well of proposal for change in the role of this Council has not run dry. Some of the main proposals in the past year emerged through the reports of the Ministerial Task Force on Program Review -- the Nielsen Task Force. They included the report of the study team on the programs of the Minister of the Environment, on which Mr. Crerar served as a member, and more recently the report of a team which carried out a further study: the *Environmental Quality Strategic Review* or "Desfosses Report."

Council itself has been reluctant in the past to push for a change in its role. We felt that it would appear to be self-serving, particularly if that change were toward a broadened, strengthened, higher profile role.

Recent events, however, have pushed us into an examination of our role:

- the Nielsen Task Force report, to which we felt we had to respond;
- an indication by the Minister that his expectations of the Council were greater than its present terms of reference allowed;
- an informal survey of a knowledgeable cross-section of the public who put forward a range of comments and suggestions;
- a study of the organization and resources needed for Council's secretariat, a study which also raised some pertinent questions about Council's role.

We are in the midst of that examination right now, and I would prefer not to say anything

more specific until some decisions have been made.

Membership

Our membership continues to consist of a broad cross-section of Canadians. We are still below our normal membership level, in part because we feel that selection of new members should reflect any change in the role of Council. We have lost two outstanding members who completed their terms during the year, Mr. Ben Hubert from Yellowknife, N.W.T., and Dr. Don MacKay from Toronto. New members who were appointed during the year include Ms. Diane Griffin of Charlottetown, who attended her first council meeting yesterday; Dr. Bob Page of Peterborough; and Mr. Murray Coolican of Halifax. We are fortunate to have two new Vice-Chairpersons appointed during the year: Dr. Shirley Conover of Halifax, and Dr. Stan Rowe of Saskatoon.

Meetings

Meetings are not necessarily a measure of results or effectiveness, but, in the case of members serving on a part-time, semi-voluntary basis, they are certainly an indication of interest and dedication. I believe we set a record last year with six meetings of the full Council; five executive meetings, augmented by telephone conference calls; and, perhaps most significant of all, three workshops involving current and previous members of Council. We have felt for some time that previous members of Council -- the alumni -- could make a valuable contribution to discussion of issues currently before Council. We called on them, and they responded twice in the past year, for workshops on the Nielsen Task Force review of environment programs, and on the Environmental Implications of Free Trade.

Council or individual members also assisted with, or participated in, a number of seminars or conferences during the year. I particularly want to mention the National Parks Assembly at Banff, the Economic Council of Canada's Colloquim on Environment and Development at Toronto, the Minister's National Consultation Meeting at Ottawa, the Brundtland Commission's Public Hearings, the World Conservation Strategy Conference, and the Fate of the Earth Conference. Some involved just attendance by members or presentation of papers. For others we were asked to provide advice or assistance in planning. For the Brundtland Commission, for example, Council participated in a workshop organized to aid in planning for the public hearings, met with Secretary-General Jim McNeill, and two members presented papers to the Commission.

In addition to the above listings, of course, are meetings of an information nature: consultations in person or by telephone with the Minister and his staff, with representatives of environmental bodies from a variety of sectors including industry, and with officials of Environment Canada and other federal departments and agencies, etc.

Reports

Last year I reported that we were well on our way to eliminating the long-term backlog of report publication. Last spring we published four more reports and eliminated that backlog thanks to our very efficient secretariat -- Mrs. Halliwell and Mr. McConnell. The four reports were:

- *Examining Environment-Economy Linkages*

- *Freer Trade and the Environment*
- *Review of Activities 1983-84*
- *Review of Activities 1984-85*

HIGHLIGHTS OF ACTIVITIES

Council was involved during 1985-86 with the usual wide range of subject matter. A few of them which may be of particular interest to other Councils are mentioned in this report.

Federal Program Reviews

In mid-April we were asked to provide our views on future issues and needs to the Study Team reviewing Environment Canada programs under the Nielsen Task Force. There was a catch: we had two weeks in which to do it. We organized a workshop involving current and former members in Toronto on April 30, and 36 hours later presented our findings to the Study Team -- within the deadline. We were told subsequently that our presentation "A View Towards 2005 -- Future Environmental Trends and Issues," was one of the most useful inputs received by the Study Team.

The statement is too long to attempt to cover in the report. Copies of the statement are available. I would like to draw attention to three particular requirements which were given special emphasis:

- the continuing need for a strong central federal Department of Environment as recognized by Mr. Kowalski in his remarks earlier today;
- development of "early warning systems" to detect and measure changes in the environment; and
- public reporting on a regular basis regarding the state of the environment.

The initial series of reports by study teams under the Nielsen Task Force were released last March, and a subsequent environment study in August. The environmental implications are being reviewed.

Environmental Science

Erosion of scientific research programs, both in-house and those supported externally, has been of continuing concern to Council. In Council's view, they provide the knowledge base and competence for dealing with environmental threats such as toxic chemicals, and the erosion of environmental science capability erodes the federal government's influence and effectiveness.

In view of the current examination and re-ordering of federal government activities, Council prepared for the Minister a general assessment of priorities in environmental science. This assessment was separate from and in addition to Council's presentation to the Nielsen Task Force's Study Team.

State of Environment Report for Canada

Council has been a supporter of efforts to produce state of the environment reports for a number of years. As indicated in its presentation to the Nielsen Study Team, Council considers regular public reporting to be a priority requirement.

I would ask that participants in this Assembly consider as one of its recommendations, the continuation, updating, and issuance of State of Environment Reports for Canada.

During the past year Council played a substantial role in moving the first national report along to publication. This included reviewing drafts of both the popular and main versions, consultations with the authors, advice on distribution, and preparation of the Foreword for the final report.

Environmental Implications of Trade

Council's interest in this subject developed from its studies of environment-economy relationships. As it was noted at one point:

International trade, whether bilateral or multilateral, is simply an extension to, and also an integral part of our domestic economy.

The Council initially looked at the environmental implications of "free" or "freer" bilateral trade with the USA, through a workshop in Toronto. The workshop participants included current and former Council members.

Because of the upcoming GATT negotiations, Council broadened its perspective to encompass the environmental implications of all international trade. It was noted that the environment is global, and if trade agreements at any level create pollution havens or other forms of environmental degradation, everyone suffers directly or indirectly.

A preliminary statement was issued by Council last June to encourage public discussion. That statement was a result of Council's preliminary exploration of the potential advantages and disadvantages of freer trade.

Enforcement of Environmental Standards

We made reference in last year's report to this review which was then underway. I want to emphasize that it was a review, not an in-depth study, and it focussed on the enforcement practices of Environment Canada. The review was completed early in 1985-86 and presented to the Minister. There were follow-up discussions with the Minister and with senior officials of Environment Canada.

At the moment, we have to place the report of that review in the category of "confidential advice to the Minister;" therefore I can only offer a couple of comments. In general, we observed that the department's record in enforcement of environmental standards was inadequate and inconsistent. We recommended an in-depth study of enforcement policies and practices. We also noted that enforcement of regulations is just one method of implementing environmental standards, and that it should be combined with other techniques including education, financial incentives, and negotiated agreements.

We know that our review made an impression, but we are not sure at this time what action will finally be taken. The main thrust may be in the form of new legislation which we understand may be introduced in Parliament within a few months.

Environment-Economy Relations

About three years ago Council began focussing on this subject as one of its priorities. It still is. The environment is the basis for all human activity, including economic activity. When you begin looking at specific environmental issues from that perspective, you realize every issue involves some interplay between environmental quality and economic performance.

I have already mentioned one of our activities which related directly to this subject: "Environmental Implications of Trade." We also assisted with, and participated in the Economic Council of Canada's Conference on this subject. Our main effort during the year, however, was completion of the study: *Examining Environment-Economy Linkages*. We put a great deal of time and effort into this study, restructuring and expanding the original report. We will be doing some follow-up ourselves, and we hope that it will encourage others to explore the subject further, including detailed examination of specific areas or cases.

Incidentally, I might remind you that this Council proposed the subject of Environment-Economy Relations as a theme for the 1983 Assembly. We would still support its adoption as a theme for a future assembly.

Toxic Chemicals

I hardly need to comment on the dimensions and seriousness of toxic chemical contamination of the environment -- not just in isolated land areas and waterways, but throughout the environment. We were concerned that there appeared to be a lack of focus to all the efforts that were underway to come to grips with the problems related to toxic chemicals.

We recommended a pilot project approach -- concentration of effort in one geographic area in order to develop and fine-tune techniques and institutional approaches that would be effective in cleaning up existing toxic chemical threats, and that would eliminate further releases. An essential element in that project would be co-operative effort by industry, labour, public interest groups, universities, and all levels of government.

Our concerns about the toxic chemicals threat were sharpened this spring when Council met in Toronto, and had a one-day field trip to the Niagara region. The trip included a visit to the infamous Love Canal where houses sit abandoned on the edge of the old toxic dump site, and to the even more threatening Hyde Park dump site. It is a chilling experience to stand in the Niagara gorge and see signs of chemicals seeping from the rock face into the Niagara River below -- and beyond the Niagara River to Lake Ontario, the St. Lawrence River, and the Gulf of St. Lawrence.

Inquiry on Federal Water Policy

You are probably all aware that the report of this Inquiry was made public about a year ago. The Minister asked for Council's views on the report and we prepared an initial

NEW BRUNSWICK

Dr. Louis LaPierre
Chairperson
Environmental Council of New Brunswick
(synopsis of oral report)

The New Brunswick government has merged the departments of Municipal Affairs and Environment, with the result that the Environment minister and Deputy Minister have left. The Council has 13 members and only one staff person.

Hazardous wastes have been a major concern and the Council prepared a report and recommendations for the government on this issue; all recommendations put forward by the Council have been accepted by the minister.

The Council has also been working on legislation concerning all-terrain vehicles, and had hoped that the legislation would include a clause requiring registration of the vehicle. It was thought that this would act to limit the use of ATVs since insurance costs (a requirement for registration) are rising rapidly. However, a petition in opposition was successful and the legislation was passed without this clause.

The Council is involved with soil erosion, soil conservation, groundwater, and right-to-farm legislation, recently instituted by the Province.

With regard to a conservation strategy, there is a meeting planned for November, and New Brunswick plans to follow the Ontario example. Identified sectors include forestry, agriculture, mining, and fisheries. At the November meeting, ADM-level people will be present, and a document will be presented, with various strategies and options. A second meeting will follow in May in the form of a workshop at the University of New Brunswick. This will bring together academics and a variety of others to share ideas and get their participation. The hope is to convince the government of the merits of the approach and encourage their financial support as well as their participation.

PRINCE EDWARD ISLAND

Diane Griffin
Executive Director
Island Nature Trust
(synopsis of oral report)

In Prince Edward Island, the Department of Community and Cultural Affairs has responsibility for environment, although the province is soon to have an Environmental Advisory Council.

The governing Liberal party made a Provincial Conservation Strategy a plank in their election platform, and subsequently appointed a committee to get the ball rolling, thus giving the project political commitment. Five sub-committees have been established to deal with issues such as landscape quality and erosion. The plan is to get some implementation in

place right away. There is also the need to tie in the private sector with respect to funding the work on a provincial conservation strategy. Funding from Wildlife Habitat Canada has allowed the hiring of some people for one watershed management project, and work will be ongoing with local soil and crop improvement associations.

QUEBEC

Marcel Junius
President
Conseil Consultatif de l'Environnement

Before describing the Council's activities, I feel it is worth emphasizing that, less than two months after our annual meeting was held in Quebec City, elections were called and a new government came to power December 2, 1985. The Premier, Mr. Robert Bourassa, named Mr. Clifford Lincoln the Minister of the Environment. Since then, the Council has been in regular contact with the Minister.

Since our last meeting October 11, 1985, the Council has submitted two opinions to the Minister of the Environment.

The first one was a resolution arising out of our meeting last year on conservation strategy. The resolution was approved by the Council at its regular meeting of February 7, 1986. It was submitted to the Minister, who took immediate action by mandating us to develop and examine this very important matter.

The second opinion was entitled "Avis sur les fluorures d'origine industrielle dans l'environnement quebécois." This document, consisting of more than 200 pages, was submitted to the Minister September 9. We undertook the study of this problem at the request of citizens' groups from the Saguenay - Lac Saint-Jean region. The study enabled us to gain a better understanding of the phenomenon of fluoride emission into the ambient air and its impact on the environment. This study came about because Quebec is among the largest aluminum producers in the world.

This opinion provided an initial summary of the environmental situation prevailing in Quebec with regard to industrial fluoride emissions. It is also the first environmental evaluation of the aluminum sector from the standpoint of the environmental impact of new aluminum plants. The Council will be in a position to make its findings public around mid-November.

Included with this opinion was a supplementary document entitled *Study of Industrial Fluorides: Four Canadian Cases*. Because of the interest shown by other Canadian provinces and neighboring American states, the Ministère de la Santé et des Services Sociaux is having the document translated into English. As you read it, you will learn more about the environmental impact of the aluminum plants located in Port Maitland (Ontario), Long Harbour (Newfoundland), Kitimat (British Columbia), and Massena (New York State).

This year, the Council continued its study on "les résidus industriels." The opinion, requested by our Minister, is in its final stage of preparation and deals with three major topics:

- 1) the present situation regarding industrial waste in Quebec (definitions, categories, sources, production and destination);
- 2) approaches and practices in regard to waste (policies used in Quebec or elsewhere),
- 3) complementary aspects (industrial waste management, assistance to industries and municipalities).

We expect to submit this document to the Minister shortly.

Another very important opinion deals with "les elements d'une politique de recherche et developpement en environnement." After a general statement of the factors which determine a Quebec E-RD (environmental research and development) policy, the opinion centers on the terms of a research and development policy geared to the environment, as well as on the ways to develop an effective course of action stemming from a total systemic approach. This document suggests administrative changes and a different approach to technologies, with new emphasis on better understanding of ecosystems and the human race. As I mentioned earlier, the Council is examining a conservation strategy for Quebec. As an observer, it attended a conference held last spring in Ottawa on worldwide conservation strategy and sat in on a number of Brundtland Commission debates. At present, it is studying the document submitted to the conference by Quebec. To provide this opinion, the Council is following the guidelines outlined in the resolution adopted by the federal and provincial councils in October 1985. With these guidelines in mind, we will expand our consultations during the coming and the next year. Following the tabling of this resolution, the Minister publicly announced in a speech given March 1 at the University of Montreal on the occasion of a slide presentation on worldwide conservation strategy that he was mandating the Council to study and submit an opinion in regard to this matter.

Unfortunately, the Council was involved in the final stages of the three other opinions mentioned earlier and could not act immediately upon the request. However, the statement of the opinion on the conservation strategy for Quebec is now a priority since the other opinions are almost finished. We will be able to give more details on this Council project at our next meeting in 1987.

On the administrative level, the Council's structure was changed on September 3, 1986 when the Quebec Government approved an order-in-council to appoint 10 new members. I am pleased to acknowledge that Mrs. Louise Lepage was among those named and delighted that she will serve as vice-chairperson.

I am unable to provide details of the Council's future activities at this time because the Minister will be meeting with us on October 9 to outline his approaches and our mandates to undertake several studies vital to the development of his policies. We already know that the regulations governing the use of pesticides and the problem of shores and coastlines, as well as the legislation dealing with endangered species, are under study by department staff.

The Council has a busy year ahead. In addition to its traditional functions, it will be responsible for studies on ecological reserves, since the Minister announced the merger of the Conseil consultatif sur les reserves ecologiques and the Council, with no staff increase. In a nutshell, these have been the main activities of the Council in the past 11 months.

ONTARIO

Gary Gallon
Ontario Ministry of Environment
(synopsis of oral report)

It has been decided that no Environmental Advisory Council will be formed in Ontario; instead there are five citizen advisory councils. These councils are organized as follows:

- MISA - Municipal Industrial Strategy for Abatement
- Recycling
- Environmental Assessment Advisory Council
- Environment and Pesticides
- Advisory Committee on Drinking Water

Other councils will be formed as required.

The Ontario government has been involved in other issues concerning environment. Legislation is being changed to allow jail sentences for polluters, stripping of profits from a corporation while polluting, and increasing fines. The government is tightening up its pursuit of polluters in general and is looking at laying charges against what were formerly "sacred cows." Fifteen million dollars has been allocated to upgrade and build incinerators for the disposal of biomedical wastes, and the Province is in the final stages of siting and developing the plant for toxic wastes.

Public hearings on forestry and forest management in Ontario will commence in November, and are expected to last about one year. This is likely to change forestry in Ontario in the future.

There have been problems with recycling of cans, bottles, etc. and the province will try to encourage curbside recycling, but if the requirements of the legislation can't be met by 1988, the minister will introduce a deposit system.

Re a provincial conservation strategy, the hope is that the ministries of Municipal Affairs, Transportation and Communication, Energy, Natural Resources, and Agriculture will all be involved in working out a process for implementing the Conservation Council's report. There has not been much public involvement to date, nor is there expected to be, because it is perceived that there is not much public interest. No formal public input is planned.

MANITOBA

Dr. Diane Malley, Chairperson
Dr. Atish Maniar, Past Chairperson
Manitoba Environmental Council

The Manitoba Environmental Council is a citizens' advisory body of approximately 100 members (a mini-Manitoban public) appointed by the Minister responsible for Environment,

presently the Honorable Gerard Lecuyer, Minister of Environment and Workplace Safety and Health. Up to 50 members are provincial non-profit organizations which are each represented by one individual. The other members are private citizens. Members are appointed for a two-year term and serve in a voluntary capacity. The provincial government, in addition to providing office space, a wide range of support services, and an operating budget, provides two staff people (about 1.75 person years): Co-ordinator, Ms Keri Barringer and Secretary, Ms Darlene Watson.

Because of its voluntary nature and "arms-length" relationship with the provincial government, the Council also is a member of the Manitoba ENGO Network.

The Council functions in two main capacities -- to bring advice, mainly in the form of briefs on environmental matters to the Minister responsible for Environment, and to interact with the public, providing information to them on environmental matters and receiving environmental concerns from the public.

The council is operated by a Board of Directors, consisting of the Executive (Chairperson, Vice-Chairperson, Past-Chairperson, Secretary), Chairpersons for Membership and Publications, Technical Committee Chairpersons (Environmental Chemicals, Water and Waste, Education, Energy, Wildlife, Environmental Impact, Land Use) and Chairpersons for Regions (eight).

At its semi-annual and annual general body meetings on 30 November, 1985 and 10 May, 1986, respectively, the Council adopted briefs, subsequently transmitted to the Minister, on the following:

- 1) Extraction and harvesting activities in Atikaki Provincial Wilderness Park.
- 2) Prohibition of hunting woodland caribou.
- 3) Hecla Island Provincial Park
- 4) Hydrocarbon development in Hudson Bay.
- 5) Long-term ecological studies on the polar bear.
- 6) Safe drinking water legislation.
- 7) Asbestos in drinking water.
- 8) Development of a long-term provincial water policy.
- 9) Environmental impact study for the Conawapa Generating Station.

In addition, recommendations on Atikaki Provincial Wilderness Park were sent directly to the Parks Branch, Manitoba Department of Natural Resources, in response to their request for public input.

The activities of the past year included a half-day public forum on 30 November 1985 entitled, "Forestry in Manitoba: Habitat or Crops? Can We Have it All?" Speakers

represented Abitibi-Price, the Provincial Forestry Branch, the Federal Forestry Service, and independent environment interests. They even received media coverage. The Proceedings are being edited for publication.

Our efforts together with other environmental groups in Manitoba were successful in averting logging by Abitibi-Price in the newly declared Atikaki Provincial Wilderness Park. The Premier of Manitoba announced on 6 December 1985 that there would be no forest harvest activities permitted within Atikaki Provincial Wilderness Park that winter or in the future.

The Council prepared a detailed response to the recommendations in the Report from the Inquiry on Federal Water Policy.

The Council supported the Manitoba government's opposition to the identification by the U.S. Department of Energy of a potential nuclear waste repository sited in Minnesota in the Red River basin. Council members travelled to Warren, Minnesota to attend a DOE Public Information Meeting on 17 February 1986 and presented a brief at DOE's public hearing on 1 April 1986.

Prior to the Annual Meeting on 10 May 1986, the Education Committee of MEC organized an environmental poetry and cartoon contest. Response was overwhelming with over 700 poems and cartoons received. These became the property of the Council and are used in Reports and on Council displays.

On 8 May 1986, the MEC together with the Manitoba Council for International Co-operation organized a Manitoba pre-conference Fate of the Earth (FOTE) meeting. Results included plans for two jointly sponsored future public events. Support funding was provided by the FOTE organizers. Dr. Ian Rollo, Vice-Chairman of the MEC, represented the Council at the FOTE meeting in Ottawa in June 1986.

On 12 June 1986, the Secretary of MEC, H. Dreidger, represented the Council at a workshop in Edmonton to discuss the Law Reform Commission's working paper on crimes against the environment.

Significant progress has been made toward meeting three goals of the MEC indicated in the last report to this body, i.e., more interaction with other government departments, increased public profile, and increased participation by members. The forum on forestry was one event which contributed positively in all three areas.

On 23 June 1986 the Council made a presentation to Mr. Charles Caccia, MP for Davenport and Liberal Environment Critic at a public meeting on the state of the environment held by Mr. Caccia to hear local views on federal environmental issues, problems, and solutions. The meeting was hosted by the Manitoba Environmental Network.

Two major challenges face the MEC in the coming year. One is the decreased level of government funding for the Council effective in 1986-87. Operating funds are about 50 percent of previous years' level. Second is the proposal for new environmental legislation in Manitoba. The MEC along with the Clean Environment Commission was created in 1972 by the Clean Environment Act. A discussion paper was released on 10 September 1986 outlining legislation which would bring up to date Manitoba's means of identifying, preventing, and remedying environmental damage.

However, the new legislation would eliminate the Manitoba Environmental Council and establish a Manitoba Environmental Commission with dissimilar functions to the MEC. To retain the unique functions of the MEC of public benefit within a redraft of the legislation will require careful negotiation and public support.

Publications produced in 1985-86: *Annual Report 13* (1985, 37 pages).

ALBERTA

Alistair D. Crerar
Chief Executive Officer
Environment Council of Alberta

Last year, when we met in Quebec City, I reported to you that we were just finishing public hearings on maintaining and expanding the agricultural land base in Alberta and that we were about to commence public hearings on recycling. The intent of these hearings has been to examine recycling in Alberta: what is being done, why isn't there more recycling, what is recycling, what are the barriers to recycling (economic and others), and what can be done to overcome these barriers.

In preparation for the recycling hearings, my staff prepared seven background reports. These publications are impartial, factual documents on recycling that were distributed to members of the public prior to the hearings for their use in preparing briefs.* Copies of these, and many other Council reports, are available through our Library. When you visit our offices on Friday morning you are most welcome to pick up copies of these publications.

In March of this year, the panel for the public hearings on recycling was appointed by Order-in-Council. The Panel includes the Chairman, Mr. Merrill Morstad, an Edmonton businessman; Mr. Gordon Osgood of Redcliff, who is familiar with glass recycling through his association with Domglas; Mr. David Chan, a Calgary architect and long-time Lions Club member, a useful connection since many of these clubs are actively involved in local recycling projects; and Mr. Bob Jones of Warner, who is actively involved in agribusiness, and is well aware of the waste management difficulties faced by this sector. By statute, I am always vice-chairman of any panel of the Council.

Public hearings were held in 11 locations throughout the province during May and June, and we received a total of 133 briefs.

Recycling is very much a motherhood issue. Everyone agrees it is a good thing. We did, however, hear a number of interesting reasons as to why there isn't more of it. Ignorance is a major stumbling block. Most people are unaware of the recycling activities already going on in their communities. They want to recycle their newspapers and jars, but don't know how.

The economics of recycling enterprises was also cited as a constraint to increased recycling. Many companies involved in collecting and processing recyclables operate at the margin of economic viability. Fluctuating market prices and high transportation costs contribute to this risky business environment. It is with addressing these difficult questions,

and coming up with acceptable answers, that the Panel will be occupied for the rest of 1986.

As one set of public hearings winds down, the Council is usually well underway on the preparation for the next topic. Though formal endorsement has not been received, the Council is assuming, and is preparing for, public hearings on the Provincial Conservation Strategy, a topic that we will be dealing with in some detail during the next two days. This topic is somewhat different from our past public hearings in that the major impetus for it is coming from our Public Advisory Committees. Many members of these Committees have been very active over the past year working on background documents, with these efforts co-ordinated by a special Steering Committee.

A prospectus for an Alberta Conservation Strategy was prepared under the direction of the Steering Committee in the fall of 1985. The draft document was unanimously endorsed at the Annual Joint Meeting of the Environment Council and its Public Advisory Committees last December, and in March, it was published in its final 78-page format. This prospectus is available from the ECA Library if you do not already have a copy. At that same meeting, delegates unanimously passed a resolution calling upon the provincial government to request the ECA to hold public hearings on a draft Alberta Conservation Strategy.

After the Annual Joint Meeting, the Steering Committee felt that many people would be interested in knowing more about the overall project, the role of the Public Advisory Committees (PAC), and what plans were underway to actually prepare a draft Strategy for Alberta. Consequently, an information kit was produced. The kit contains a short summary of the prospectus and a supplementary reading list, a list of the PAC member organizations, an overview of the whole project with tentative time lines, and an explanation of how interested individuals and organizations can become involved.

A key component in the development of our Conservation Strategy is the involvement of a broad cross section of Albertans from all sectors of the economy who have a variety of personal and professional interests. The Steering Committee has identified 15 sectors that require background reports prior to the writing of an actual Conservation Strategy for Alberta. Individual Steering Committee members have assumed the roles of sectoral leaders who, with the volunteers for each sector, are in the process of organizing the preparation of their respective working papers. Almost 100 people from throughout the province are currently, or will be shortly, working on these reports. Sectoral reports are being prepared on agriculture, coal, environmental education, fish and wildlife, forestry, genetic diversity, historical resources, legislation and regulation, oil and gas, parks and outdoor recreation, renewable energy sources and conservation, tourism, transboundary considerations, urban environment, and wetlands.

The Steering Committee is quite aware that Alberta already has many excellent programs in place to address conservation issues in our province. But these programs in and of themselves do not constitute a Conservation Strategy. Critical to the success of this project is identifying common ground among sectors, and establishing a clear consensus on where the remaining conflicts lie. By asking each group to focus on the interactions and relationships of its sector with other sectors, the Steering Committee believes that conservation and development interests can be integrated. In the longer term, this will help us to ensure sustainable use of our resources.

Work in some sectors is moving ahead very quickly, and the Steering Committee hopes that

a number of first-draft working papers will be ready before the end of 1986. As these working papers are completed, they will be distributed for comment and review to interacting sectors. The review process for each background paper will culminate in a workshop or series of workshops in 1987 involving the relevant sectors.

Once these background sectoral papers are complete, they will be integrated into a draft Conservation Strategy. We are hoping that this draft Strategy will become the basis for public hearings to be held during the 1988/89 fiscal year.

Public hearings are the most formal side of the Environment Council of Alberta, with panels appointed by Order-in-Council and with the report and recommendations submitted to Cabinet. The other side of the Council is made up of the Public Advisory Committees, of which we have three: the Science Advisory Committee, the Environmental Education Advisory Committee, and the Public Environmental Advisory Committee.

The Science Advisory Committee is a multidisciplinary group composed of scientists drawn from academic institutions, scientific agencies, and industry, whose purpose is to provide technical and scientific advice and assistance to the Council. During the past year they reviewed and commented on the background reports for the recycling hearings.

The Environmental Education Advisory Committee is composed of professional educators and communicators from government, broadcasting and related industries, academic institutions, the teaching profession, and the public at large. Its purpose is to advise the Council and the government on matters concerning environmental education, to comment on environmental programs both within and outside the formal educational system, and to assist in the formulation, development, and implementation of such programs wherever possible. The Environmental Education Advisory Committee has successfully laid the groundwork for a series of environmental awards that will be presented annually by the Minister during Environment Week.

The Public Environmental Advisory Committee consists of nominees of various organizations, associations, and institutions in Alberta, as well as individuals whose special capabilities are recognized by the Environment Council to be of exceptional value. At the end of the year, 124 organizations were represented. These 124 different people are nominated by their own respective organizations, which include most of the environmental groups in Alberta. But, in addition, these are people who represent broad sectors of industry or interest groups. We have representatives from the Federation of Alberta Naturalists, the Alberta Wheat Pool, the Federation of Labour, the Pharmaceutical Association, the Canadian Petroleum Association, and so on.

In order to function effectively, the Committee is divided into six sub-committees. The Energy and Non-Renewable Resources Sub-Committee focuses on efficient and environmentally responsible use of energy and non-renewable resources to sustain the long term economy of Alberta, with a gradual transition to a greater reliance on renewable resources. The Environment Protection Sub-Committee is concerned with preservation of native species and natural environments for their intrinsic values, as well as the conservation of these resources for outdoor recreation and tourism. The Pollution Sub-Committee focuses on the impact of human activities on the quality of air, water, and soil and the associated health effects on plants, animals, and people. The Renewable Resources Sub-Committee is concerned with the sustainability of forests, water, and wildlife

resources. The Rural Environment Sub-Committee focuses on sustainability of the rural environment for agriculture, residential, and recreational use, and the wildlife it supports. The Urban Environment Sub-Committee concerns itself with maintenance and enhancement of urban infrastructure, systems, and institutions so as to minimize environmental impacts, and improve the livability of our cities.

These six Sub-Committees are the Council's eyes and ears -- they offer a continuous reading on what the environmental concerns of Albertans are. It's our way of keeping continuously informed. It also provides a reference point for Council by allowing us to send environmental concerns back to people, who come from all different walks of life, for their reactions.

Council provides support to the Advisory Committees through a secretariat. The Secretariat makes arrangements to get speakers from different departments of government or consultants. We assist the Committees with press releases and publicity, keep minutes, and generally help the Committees to function.

I think that's enough to give you some idea of the developments and the structure of the Environment Council of Alberta. You will be meeting a number of our Public Advisory Committee members over the next several days, especially those who are donating so much of their time to preparation of the Provincial Conservation Strategy.

If anyone is interested in finding out more details of the Council's activities, annual reports are available on the registration table as well as pamphlets that we have prepared to explain the Council, its Public Advisory Committees, and its Public Hearings to those interested.

Thank you very much.

*As of December, 1986, public distribution of the background reports on recycling was as follows:

<i>Bibliography of Recycling</i>	781
<i>Municipal Solid Waste -- Alberta's Untapped Resource?</i>	1250
<i>A Social Perspective of Recycling in Alberta</i>	1126
<i>Resource Recycling in Alberta</i>	1408
<i>Garbage to Gold? Issues and Opportunities: Terms of Reference and Background Information</i>	1391
<i>The Use of Municipal Waste as Fuel</i>	1268
<i>Economic Barriers to Recycling</i>	1190

NORTHWEST TERRITORIES

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(synopsis of oral report)

Although the NWT has no legal management authority over land and water, it does have some responsibility for forests. The policy base with respect to renewable resource management and conservation goals in the north is relatively weak, but community organizations are now being established to do land use planning and become involved in a general way. One thing which has affected northern people and the northern way of life is the animal rights movement. There is strong support for a northern conservation strategy, and there was strong support in principle from DIAND and the Territories for the 1983 Task Force report. There has been some activity toward the development of an arctic marine conservation strategy.

FREE TRADE AND THE ENVIRONMENT

POSSIBLE EFFECTS OF FREER TRADE WITH THE USA ON ENVIRONMENTAL PROTECTION AND RENEWABLE RESOURCE MANAGEMENT IN CANADA

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INTRODUCTION

Canada and the United States have entered negotiations on a freer trade agreement. Such an agreement could affect our ability to protect the environment and to manage renewable resources for better or for worse. The key issue is not whether freer trade would be good or bad for environmental protection and renewable resource management, but whether Canadian negotiators will understand the potential for positive and negative effects and take appropriate action.

The freer trade negotiations are controversial, as was the MacDonald Commission's recommendation for freer trade with the USA. There is little or no common ground between some economic/employment forecasts (CIEP 1985, Wonnecott 1986, Shearer 1986, Drummond 1986). Even the MacDonald Commission itself can only conclude that "we believe that [freer trade]... will help to strengthen our country" (Vol I Part II, p 380). Although the MacDonald Commission's Report addressed environmental and resource management issues (Part IV) it failed completely to make any effort to assess the implications of such concerns on its recommendations and vice versa (Thompson 1985, 1985a).

This effort to initiate a discussion of the possible effects of freer trade is based upon a set of notes on the issue prepared for the Canadian Environmental Advisory Council (CEAC) in January 1986. The CEAC released a statement on "Freer trade and the Environment" in May 1986 (CEAC 1986). The issue has been raised editorially in *Probe Post* (Isaacs 1986) and discussed in more detail in *Nature Canada* (Nikiforuk 1986). The points raised about the possible effects of freer trade are those related to Environment Canada's mandate. There are many possible effects of freer trade which are important but which have been excluded from the discussion because they are not related to the biophysical environment and resources and Canada's ability to manage them successfully over the long term. There are points raised which do not come directly under the mandate of DOE (e.g. corporate citizenship, control of the media, industrial R & D, and cultural affairs) but which may be affected by freer trade and may affect DOE's ability to carry out its mandate.

There will be repercussions on the Provinces (MacDonald 1985, p 364). However, the possible implications of freer trade on the environmental and resource management mandates of provincial and municipal governments have not been considered here.

The approach taken to the issue of freer trade is necessarily broad because no specific

proposals have been made yet. The material was prepared with the understanding that, at least initially, the negotiations would be directed at freer trade and not toward the more restrictive arrangements such as a customs union or common market (MacDonald 1985, Vol I Part II, p 305). Even MacDonald's use of "freer trade" is much less restrictive than "free trade" (Shearer 1986). The issues must be addressed now, because to postpone discussions of the issues until specific proposals are made public would certainly mean that effective interventions would be too late.

The following are not predictions of what will happen should a freer trade agreement be reached with the USA. They are changes that can conceivably occur, which we should assess before cementing a long-term trade relationship. This assessment of possible changes is suggested as a proactive approach to planning rather than an ad hoc, reactive one.

Some of the trends identified have already begun and may continue whether a freer trade agreement is reached or not. However, closer ties with the USA may accelerate trends which might otherwise be slow or reversible. In some of the points raised below, the quality of the predicted change has been indicated (positive or negative). In others, no such assessment has been attempted because of the complexity of the issue or the subjective or political nature of the interpretation. Although the interpretation might be highly subjective, or political, those items are still identified for discussion because they could produce very significant changes in both the philosophies and practices governing our relationships to the natural and man-made environments. The assessment of the relative merits of the changes must follow from further discussion.

SEVENTEEN AREAS OF CONCERN

1. Non-tariff barriers to trade

This is possibly the area in which the most obvious environment management issues would arise. That is, Canadian efforts to provide protection for the environment or to improve resource management could be interpreted as non-tariff barriers to trade (MacDonald 1985, Vol II Part IV, p 508). For example, if it were decided that a change to low-sulphur coal for thermal power plants in Ontario was desirable to reduce acid rain, that could result in a switch from coal imported from the USA to coal from Alberta. US coal exporters might object that the requirement for low-sulphur coal was not really environmental legislation or regulation, but a non-tariff barrier against their product.

Subsidies for sound resource management, for environmental protection, or even for workers in some resource sectors (UIC for East Coast fishermen), which could be considered as another form of non-tariff barrier, have already been trade issues with the USA. Wherever government-industry agreements have been reached on subsidies or tax incentives for pollution abatement or resource enhancement, challenges could be likely under a freer trade agreement. This could affect hazardous waste treatment, reforestation, fisheries management, waste water treatment (in pulp and paper especially), recycling programmes, erosion control and habitat protection.

2. Pressures to reduce costs

Under a freer trade agreement, there could be increased pressure from Canadian companies to reduce the cost of environmental protection and resource-management programmes (Macdonald 1985, Vol I Part II, p 359). It must be remembered that while US federal legislation and legislation in states like California are very tough, other states have weak or unenforced legislation as a direct result of industry pressure. Some corporations have an "ABC" guideline for location of plants: "Anywhere But California," because of the environmental legislation. That type of pressure could be applied on (or by) existing plants in Canada, or on decisions on the location of new plants or projects. Therefore, assessment of this factor would require a comparison of the legislation and its enforcement in at least 51 jurisdictions in the USA and 11 jurisdictions in Canada.

It has been noted elsewhere that the taxes necessary for Canada's social programmes (UIC, Medicare, etc.) may be under pressure because of the cost disadvantage they impose upon Canadian industry. The very same pressure could be applied on government programmes for environmental protection (Hurtig 1986).

3. Uniform standards, testing and approval

A freer trade agreement could facilitate the establishment of uniform standards in Canada and the USA and possibly in the long term for the globe. Uniform environmental standards, if uniformly enforced, would prevent the development of "pollution havens," and relieve industries' justifiable anxieties about the variations of requirements among jurisdictions. Effective mechanisms which would monitor and control uniformity of enforcement would, of course, be necessary. If a negotiated agreement on environmental standards is based upon the highest (most stringent) standards which presently exist in Canada and the USA, the result would be improved environmental protection. However, uniformity without due attention on part of negotiators might just as easily reduce standards to the lowest common denominator. Uniform standards might also have the undesirable effect of not being able to accommodate the differences in the ecosystems which the standards were designed to protect. A freer trade agreement could mean that the testing and approval of products would be the same throughout the trade area. To the extent that procedures and standards are mutually acceptable (including appeal and reevaluation mechanisms), then the costs to governments (and hence taxpayers) and industry could be reduced. However, rigid and comprehensive requirements for product approval could prevent any but the very largest corporations from surviving an expensive and time-consuming process. Deregulation to reduce impediments to trade, on the other hand, might expose the public and the natural environment to unacceptable hazards, and industry to bankrupting lawsuits.

4. More bureaucracy

A freer trade agreement could lead to another level of continental bureaucracy (MacDonald 1985, Vol I Part II, p 311, 314, 320, 375). An examination of the EEC model, especially its costs and encumbrances, would be in order, although it must be recognised that the EEC places more restrictions on members and includes extensive language and cultural barriers. At present, the IJC has handled some, although not all, cross-jurisdictional environmental issues between Canada and the USA. Should another level of government or bureaucracy be negotiated, or evolve in response to the need for resolution of disputes, passing and enforcing environmental and resource management legislation could become that much

more difficult. We have enough trouble with the current three levels of government within Canada.

5. Foreclosure of options to sustain renewable resources

Should a freer trade agreement with the USA force Canada into lock-step with the United States on environmental legislation, we may have foreclosed some options which might otherwise have been very important in solving some of the most serious resource and environmental management problems we face. For example, per unit pricing for water supply and effluent charges for wastewater disposal are not the direct responsibility of the federal government in Canada. However, unless it were constrained by a bilateral agreement, the federal government could play a lead role in the development, and coordinated implementation, of these very important water management tools (Pearse 1985, p 9; MacDonald 1985, Vol II Part IV, p 521). Innovative economic policies are necessary to change motherhood statements about water, soil, and habitat conservation into economically reasonable practices. What are needed are public accounting systems for the long-term benefits of sound renewable resource management and environmental protection: mechanisms for the pursuit of socially and environmentally desirable long-term ends. It will be difficult enough to introduce such systems and mechanisms through the Canadian Council of Resource and Environment Ministers (CCREM) but likely next to impossible to get through a North American Council of Resource and Environment Ministers (at least 64 of them).

The MacDonald Commission recognised the major water, soil, habitat and wildlife conservation issues in Canada (MacDonald 1985, Part IV); the need to incorporate environmental concerns into economic planning; and the fact that some social policies militate against sound resource management. However, the MacDonald Commission itself failed to follow its own advice and integrate its understanding of environmental issues with its long-term economic planning. Some tools for such integration are available (revisions to income and property taxation systems) but other problems need research on effective mechanisms for control (for example, economic tools to make "sustainable in perpetuity" a reality) (Thompson 1985).

6. Environmental education

Tom Symons' Commission on Canadian Studies (Symons 1978) identified several weaknesses in Canada's universities which stemmed directly from lack of specific knowledge about Canada. Although the past decade has seen improvements in the situation, we have by no means solved all the problems (Symons and Page 1984). Two of the factors contributing to the weaknesses were inadequate textbook and resource materials, and teaching staff with insufficient knowledge and experience of Canada. Any freer trade agreement must be assessed as to its impact on how well Canadians will be educated about Canada.

A well-educated public is essential for general understanding and acceptance of environmental legislation and its enforcement. With increased understanding, environmental protection is generally accepted as part of the cost of doing business. A well-educated public is also essential if there is to be any hope for realistic public demands on environmental issues. Some very high profile (and highly profitable) controversies such as the anti-sealing campaign have been promoted solely on the basis of emotion which sound

social and natural science have not yet been able to affect.

A poorly informed Canadian public will be more open to the emotional pitches and scare tactics of both foreign and domestic seekers of publicity. We need comprehensive and objective textbooks on the Canadian environment and environmental issues in Canada and the rest of the world. Even those textbooks printed in Canada have a mild-climate perspective on ecosystems and the environment. A quick look at the indexes of textbooks dealing with the biophysical environment generally reveals a distressing lack of attention to snow, ice, permafrost, hibernation, dormancy, extreme climatic events, etc. Canadian studies programmes have addressed issues in the Arts and Humanities, but the problems of the adequacy of the sciences in Canada, to deal with the particular nature of the Canadian environment, remain.

While basic physics, chemistry and mathematics texts from an international source may well serve Canadian education adequately, that is not the case when considering the natural, applied and social sciences dealing with the biosphere, and our management of it.

To the extent that we lose any further control of educational resources, Canadians' ability to understand and respond appropriately to the physical environment will be reduced. Three factors must be given due consideration for adequate control of environmental education. We must ensure that the quality of the educational material about Canada's environment and resources continues to improve. As a corollary, Canadian writers, film makers, etc. must be encouraged to produce suitable educational materials and have ready access to the means of both production and distribution. It will also continue to be necessary to use knowledge and experience of Canada as necessary qualifications for hiring and promotion of educators in fields which are as highly site-specific and culture-specific as the environment and natural resources.

7. Environmental design

The impact that Canadians have on their environment is determined in part on how efficiently and effectively we use resources. We face a particular set of conditions, especially climatic extremes, into which an international style of design fits very poorly. For example, only in the last decade has Canadian design in houses and buildings, clothing, and outdoor environments started to replace the international style which ignored local conditions. A freer trade agreement which adversely affected the developing Canadian design industries will affect our impact on the physical environment by changing the efficiency with which we use resources, the type and volume of wastes generated, etc. For example, through education and legislation, recycling and reduction of solid waste could become design criteria for products and packaging. Such products would not likely be successful in a market dominated by a throw away mentality and rapid obsolescence.

Products sold and processes and designs used in Canada must, where appropriate, include our harsh climate as a significant design criteria to improve both society's resource use efficiency on the one extreme, and individual quality of life on the other. Good design, encouraged through science policies and industrial strategies, can make living with our climatic extremes very tolerable, if not pleasant. This will only be possible if Canadian design becomes increasingly distinct within the freer trade area, and is not submerged into some ineffective mild climate or sun belt compromise. Note that a distinct Canadian design would likely do well in all portions of the continent which face extremes of cold.

8. Culture and the environment

This is most difficult issue to express succinctly, but it may be the most important. Canadian culture (as opposed to imported cultural material such as novels, poetry, music, film, theatre) is directly important to our relationship to the physical environment for three reasons: (i) culture develops and nurtures the value systems which are used, among other factors, to assess and select technologies; (ii) culture is important in developing and sustaining self-knowledge (who we are and where we live) without which we can only be ineffectual imitators who will crave or try to reproduce another (foreign) environment; (iii) culture helps determine lifestyle, in particular our relationship to and use of the out-of-doors (recreation) with implications for physical and psychological well-being (Thompson 1986).

Pierre Dansereau's (1973) eloquent writing about "inscape and landscape" is particularly pertinent. The "inscape" is defined as "a poetic penetration of the outer into the inner world and its rendering in graphic or verbal symbols ... [which results in the incorporation of] the force of imprinted images and the shift of reassorted ones into designs and plans" (Dansereau 1980).

If the American media and arts form the Canadian "inscape," then our response to and impact on the Canadian landscape will be inappropriate to greater or lesser degrees. When *Loveboat*, *Dallas*, and *Miami Vice* become the significant media elements which mold Canadians' mental images of what an environment should be, then Parks Canada will have to sell Banff National Park and buy the West Edmonton Mall. It is the difference between "Mons Pays C'est L'Hiver" and "Quelques arpents de neige." For individuals, mirrors for the body and for the soul are necessary for development of a self-image and for self-assessment. For cultures or societies, similar mirrors are necessary. They are the media, the arts, and humanities, without which Canadians can only develop an image based upon imitation. We will not be able to know ourselves and understand our relationship to the environment in which we live.

Therefore, while Canadian ownership and control of the media, and Canadian content of the arts and humanities are of importance in and of themselves, they are also important in a very practical sense in terms of values and how Canadians see themselves fitting into their environments.

In Canada, problems can and do arise with perception of the environment and the social and legal systems governing our responses to them, if there are obvious mismatches between local reality and what is taught in school, and the images delivered in the media. If the media are overwhelmed by foreign images of built and natural environments, it may be difficult to convince Canadians that what is taught in schools, or advocated as government policy, is correct.

The MacDonald Commission argued that freer trade was desirable because Americans are "wealthier" (Macdonald 1985, Vol I Part II, p 300) and freer trade could provide Canadians access to that wealth. However, average incomes have long been recognised as a totally inadequate measure of quality of life. For reasons which are very difficult to determine and impossible to quantify, it can be argued that the Canadian culture has produced a quality of life that is superior to that of the USA. It might be measured in handguns per capita, muggings and murders per capita per year, or various measures of distribution of wealth.

The fact is that there are very important qualitative differences in the value systems developed in and used by the two societies which determine lifestyles and quality of life. Those differences are not measurable in dollars and cents but should be maintained through protection of the media and the arts in any freer trade arrangements (MacDonald 1985, Vol I Part II, p 366).

Canada's international image must also be considered. If Canada is perceived abroad as a non-nation submerged in a North American context preoccupied with short-term commercial gains, then our roles and influence on environmental issues in such bodies as the IUCN, UN and related agencies, OECD, and NATO will be reduced if not eliminated. On the other hand, if as a result of the skill and determination of our negotiators, Canada is perceived as a robust society with high environmental standards, then we will be able to continue and enhance our international roles in environmental affairs.

9. Difference in political philosophy

Where Americans give preeminence to "life, liberty and the pursuit of happiness," Canadians prefer "peace, order and good government." This difference is important when deciding how to respond to the "tragedy of the commons." The two systems differ in how legislators and the courts respond in terms of giving priority to individual rights and freedoms, and the constraint thereof to protect the common good (MacDonald 1985, Vol I Part II, p 353, 354, 363). Garrett Hardin (1968) has gone so far as to suggest that private ownership may be the only solution to the "tragedy of the commons," because in the USA there is no other adequate mechanism to protect commonly held resources. It may be that a slightly different emphasis on "order and good government" over "liberty and pursuit of happiness" could give Canadians a slightly better ability to effectively manage commonly held resources.

10. Advantages of a mixed economy

Canada's mixed economy, with the options of crown corporations and regulated markets, has some environmentally desirable features which might be compromised under a freer trade agreement. It becomes a question of the extent to which a market economy can effectively deal with public resources and non-market factors in the long term. Cohen and Shannon (1984) have pointed out in their recent book *The Next Canadian Economy*, that the increasing emphasis on short-term (quarterly) performance is rapidly curtailing corporations' abilities to do long-term planning. While this has undesirable repercussions for R & D in the manufacturing sector, it could be disastrous where renewable resources are concerned. It is difficult enough to effectively manage renewable resources "in perpetuity" using five- to 20-year economic calculations. When short-term payouts come to dominate corporate decisions, renewable resource management will become even more difficult, if not impossible.

Therefore, it may be very important to distinguish between those markets in which the theory of free-market economics operates reasonably effectively, and those in which there are elements such as environmental protection and resource conservation which require government intervention. Canadian free-trade negotiators should recognise the need to protect our ability to intervene in the market place where social goals other than short term economic development dictate that the free market be constrained.

11. Use of the courts

Another significant difference between Canada and the USA lies in the way the courts are used (MacDonald 1985, Vol I Part II, p 362; Vol II Part IV, p 516). Two separate issues emerge. The first is the anticipation of increased court challenges to the passage and enforcement of legislation and regulations. The second is a radical change in parks and recreation management due to court awards for damages related to outdoor activities. In the USA the courts regularly establish law or undo legislation. Under the US Constitution this is a legitimate role. In Canada this has not been the case. While many environmentalists in Canada want to see the courts play a more active role, they generally fail to realise that the court doors swing both ways. What access to the courts can do to increase environmental protection, it can also do to prevent it. A freer trade agreement which tended to increase litigation on environmental issues in Canada, or the use of the American court system to settle disputes over environmental issues in Canada, would produce a significant, not necessarily desirable, change in how decisions on environmental issues were reached, what the criteria were for those decisions, and who was ultimately responsible. It would certainly have an impact on how legislation was drafted and on the current relationships between government, industry and the public in Canada.

Recent Canadian court settlements for damages related to outdoor recreation could set precedents which might (i) curtail government involvement in outdoor recreation and (ii) make insurance prohibitively expensive for educators and other professionals who assist the public in outdoor recreation.

Over the past year, court awards of damages against municipalities, some of them related to outdoor recreation, have caused a very sharp rise in liability insurance premiums for local governments (Barnes 1986, Kopvillern 1986, Janigan 1986). This in turn has led to a questioning of what kind of recreation facilities ought to be provided and whether access should be restricted or even prohibited. Should such concerns spread to national and provincial parks and public lands, it would be a very substantial change in our access to and use of the natural environment.

Prohibitively expensive, or lack of any access to liability insurance is affecting education on the skills for and safety aspects of outdoor recreation. This might lead to decreased use of the outdoor environment, which some would view as desirable. However, it could also lead to more excursions by people less educated and safety conscious, and hence more prone to accidents (Kennedy 1986, Wiltsie 1986, Ketcham 1986, March 1986). To the extent that a freer trade agreement would tend to "Americanize" the Canadian court system and force a continued shift to the "liability loto," in which individuals are no longer responsible for their actions, it will necessarily change how parks are managed and the general pattern of outdoor recreation.

12. Corporate citizenship

Four factors are important in determining a corporation's philosophy and practice on environmental issues and the public's ability to exert influence on those philosophies and practices: (a) ownership of shares and shareholders' access to annual meetings, (b) citizenship and residence of members of the board of directors and executive officers, and the legislation under which they operate, (c) citizenship and residence of senior management and the extent to which their commitment in Canada is temporary or long

term, and (d) corporate image, especially as it relates to whether or not local markets (and local voters) are important. Clearly the best situation is one in which resident Canadian owners and senior managers have a direct stake in the quality of the environment in which they live. Even a branch plant situation in which long-term residents held senior positions in Canada would be preferable to a system in which there is no longer any need for even a token Canadian head office. The impact of freer trade on corporate management systems and the resulting impact on control of environmental impacts and resource management must be considered in trade talks.

13. Water export

On at least four occasions in the past, Canadian politicians (including former Prime Minister Trudeau) have suggested that export of Canadian water could be used as a bargaining point in trade negotiations with the USA (Thompson 1983). The idea still has proponents (MacDonald 1985, Vol I Part II, p 310 and Vol II Part IV, p 521; Pearse 1985, p 125). However, to date none of the proposals have attempted to demonstrate economic feasibility or do environmental impact assessments. Water export should not be included in trade negotiations without relatively complete understanding of these two crucial factors.

Even rudimentary calculations on the energy requirements to pump water (from sea level in the Grand Canal scheme) to areas where large volumes could be used for irrigation will show that it is economically impossible without large and ongoing subsidies. That estimate does not include reasonable calculations for return on investment and/or depreciation and maintenance. Therefore, aside from any debate about whether it is philosophically or environmentally sound to consider export of water in a free-trade agreement, it must be recognised that the pumping costs alone probably make large-volume export schemes economically unreasonable.

14. Agriculture, Forestry and Fisheries

The MacDonald Commission's Part IV "Natural Resources and Environment" recognised the very important contributions made to the Canadian economy by these three renewable resource industries. It adequately describes the problems faced. It did not, however, make any attempt whatsoever to reconcile the recommendation for freer trade with the need to solve very serious problems in agriculture, forestry and fisheries.

In some cases it will be essential to protect our right to subsidize the protection or enhancement of the resource base. In other cases a freer trade agreement could provide the pressure to force Canadians to do what they should have done years ago.

For example, the recent disagreement with the US forest industry over stumpage fees might be resolved if a federal/provincial agreement could be struck which would, on the one hand, phase in increases in stumpage fees to meet the American objections to so-called subsidization through low rates on crown lands. On the other hand, the increased fees could be turned directly to the serious problems facing the industry from coast to coast to coast.

15. Environmental impact assessment

A freer trade agreement might mean the elimination of ministerial discretion which has been a very significant element in environmental impact assessment in Canada. It might also

remove the difficulties experienced when projects involve international consortia, when there may be disagreement in both philosophy and practice respecting EIA guidelines. Uniformity in EIA processes may or may not be desirable. The use of consultants, the venue for decision making, public involvement, and appeal processes could all change. A sound negotiating position would have to be based upon an understanding of the costs and opportunities related to environmental impact assessment.

16. Freedom of information

There is a significant difference between Canada and the USA on the availability of government-controlled information. Canadian public interest groups have argued that access to information on environmental issues should be increased in Canada. Canadians have used the access to information in the USA to get information not available in Canada. The closer ties implied by a freer trade agreement could mean that the access to information processes in Canada would be made more like those in the USA.

17. Regional interests

Where regions share air sheds, water sheds, or wildlife across an international border, freer trade might facilitate the development of locally effective mechanisms for resolving the problems. This could reduce or eliminate the roles of the federal governments. That change however, could exacerbate imbalances where industrial strength or population densities were much higher on one side of the border than on the other. There have already been discussions about the desirability of forming a Canada-United States Environmental Network, which were initiated by faculty in the Environmental Studies Program at Dartmouth College, Hanover, New Hampshire. Meetings took place during the Fall of 1985 in seven cities in the United States and four cities in Canada.

CONCLUSION

These notes are a starting point for discussion, not a detailed description of changes that will take place should freer trade agreement be reached. They do not represent an internally consistent platform upon which could be built a negotiating position. For example, the requirement that Canada retain the freedom to protect our environment without interference from the constraints of a free-trade agreement are not consistent with the desirable outcome of a negotiated set of high uniform standards, testing and approval mechanisms. For those responsible for environmental protection and resource management in Canada, there are potential advantages and disadvantages in a freer trade arrangement. Both must be clearly identified and considered in the development of the negotiations. Both the Economic Council of Canada (1981) and the MacDonald Commission recognised the economic desirability of deregulation but recommended that further measures are necessary for adequate environmental protection. Both of those national bodies also stated that greater environmental protection was not incompatible with economic growth (Economic Council of Canada 1981; MacDonald 1985, Vol II Part IV p 518, 526, 531). A freer trade agreement which promises to increase short-term economic gains should not be allowed to decrease Canadian efforts to protect our health and the natural environment. A freer trade agreement should recognise that in the long-term, environmental protection and renewable resource management "in perpetuity" make good economic sense.

None of the possible effects identified above are inevitable or unavoidable. That is, with due consideration, all are controllable and reversible, at least as far as this overly hasty review can determine. The important point is that the possible effects be identified, analysed, and given adequate consideration in development of the Canadian position on freer trade, and in the negotiations with the USA.

It is very important that environmental issues be factored into the negotiations. Inasmuch as virtually all of the factors discussed above can be identified, explicitly or implicitly, within the writings of the MacDonald Commission, there might be grounds for optimism about the effective incorporation of environmental protection and resource management into the deliberations of Canadian governments and between Canada and the USA. On the other hand, the MacDonald Commission's failure to act on its own advice and incorporate environmental considerations into long-term economic planning is very discouraging.

... the federal government would need to anticipate potential problems and to spell out, as fully and precisely as possible, the rules and procedures governing any bilateral agreement" (MacDonald 1985, Vol I Part II, p 303).

... we are determined to preserve our national autonomy in social, economic and defence policies ... (MacDonald 1985 Vol I Part II, p 303).

... there is no long-term conflict between economic growth and environmental concerns ... (MacDonald 1985 Vol II Part IV, p 518).

Commissioners perceive a vital need to integrate environmental decisions with decisions about economic development (MacDonald 1985 Vol II Part IV, p 526).

... the determination to protect our natural environment that is central to the Canadian experience (MacDonald 1985, Vol I Part II, p 354).

... the natural environment and its resources are special to Canadians (MacDonald 1985, Vol II Part IV, p 395).

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WHAT IS A CONSERVATION STRATEGY?

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What is a conservation strategy? Should be a simple answer. After all, the World Conservation Strategy was developed from a five-year international program involving over 100 nations, over 700 scientists, and 450 non-government and government organizations. Then, in 1980, the World Conservation Strategy document was introduced with much fanfare in 30 countries, including our own. Since then there have been six years of international debate and the development of several National Conservation Strategies, so the answer should be easy -- right? Wrong!

It isn't that the Conservation Strategy is nebulous or insubstantial. It is that the answer to the question varies -- just as it was designed to vary. Conservation Strategies vary according to the location, political system, ecosystem, economy, culture, and particular problems associated with whatever unique combination of ingredients that environment and human development have built in different parts of the globe. I can give you a short answer defining the World Conservation Strategy (WCS). I don't think it helps very much, but here it is: the WCS is a framework and guideline for developing Conservation Strategies in many parts of the world. It is a generic outline for putting specific problems of environment and development into perspective...and then doing something about them.

This part of the definition is easy. Where it gets hairy is defining and describing Conservation Strategies in the form that they are being developed and implemented in various parts of the world. Fortunately for me, there are many underlying features that all Conservation Strategies (at least those I have seen in a language I can read) seem to have in common. The first is a world view that appears to transcend (or at least ignore) all of the prevailing ideologies loose in the world. One of the strengths of the WCS is that it doesn't hit you over the head with "musts" and "shoulds" as if you haven't a long history of dealing with exactly these problems. The WCS forces you to draw your own conclusions; it just provides the questions and one means to answer them. If the questions appear important and the methods suggested for answering them seem valid, we may draw similar conclusions. But our conclusions will vary, because of our differing history and traditions.

In this sense, the WCS represents an ontological epistemology. These fancy words describe something very simple. The WCS is based on these three philosophical premises: that there is a material world, (2) that humans are a part of this world and are affected by its existence and that humans also affect the material world, and (3) that humans are (within limits) capable of foreseeing and directing our activity and its effects on the world. [For example, it has recently been calculated that the volumes of natural materials used and moved by human activities exceed annually the amounts involved in ocean crust formation. People have become the most important agent in modifying our planet (Price 1986).] This seems simple enough, right?

Well, in many parts of the world these things are not at all obvious. There are many barriers to accepting these premises. First, these ideas may run contrary to some religious beliefs,

certain cultural traditions, or dictatorial and other political necessities. Certainly they run contrary to some philosophical theories, such as that of the Idealists, some of whom are adamant that we cannot know if there is a material world, let alone change it. Second, these ideas are difficult to accept if educational levels or literacy rates are low, or access to written material is limited or prohibited. Third, these ideas may be construed as originating from what is often described (sometimes with disdain) as the "Western Tradition."

Some Westerners are also dubious about the relationship of humans to their surroundings. They worry that these ideas smack of the old dominion, conquer, and subdue concept that we attribute to European Christian thought of a few hundred years ago, but which continues today in various forms. The ideas contained in the WCS have been disparaged as being utilitarian, resourcist, speciesist, and even pragmatic. This recurring theme of implied criticism through labelling is puzzling. It strikes me as reflecting a failure to consider the broad base for the concept of human management of the resources we find around us. The only philosophy that I am aware of that does not advocate resource management of some kind is a certain form of unlimited anarchy. While limited anarchy may have some appeal for some of us, its full realization (to the point where we cease to anticipate our next interaction with our surroundings) would leave many of us rather uncomfortable, the rest perhaps dead. To equate resource management and thoughtful conservation planning with the concept of conquering, subduing, and destroying nature is to mistake human responsibility for hubris.

We are a thinking species and therefore have a responsibility to use this capacity to its fullest. But we are neither omniscient nor omnipotent, and are subject to the same natural laws as other similarly structured terrestrial mammals. Consciously assembling information, assessing its validity, hypothesizing options, choosing among them, and enduring the consequences stemming from our choice is as common as breathing. Some people do it better than others, just as some breathe better than others, but all of us do it before we get out of bed each morning. Thinking about our surroundings and our relationship with it, our effect on it and its on us, is a responsibility we all share. To the extent that we are capable of damaging our surroundings, it is a moral responsibility to plan and control our daily damage.

As we look into the near distance at the 21st century, and survey the power to damage that our technology provides, and then think about the accelerating rate of technological change, the moral responsibility to analyze and to plan should weigh heavily on each of us.

All of these difficulties with the philosophical underpinnings of the World Conservation Strategy have some basis in fact, yet all these theoretical problems seem to be ignored by people and nations all over the world. Why?

I think there are two reasons, one simple and one complex. The simple reason is that these ideas ring true in our personal experience despite what the philosophers and myth makers tell us. The second and more complex reason is because the time is right.

The first reason for the wide acceptance of the ideas and principles contained in the World Conservation Strategy is that people from all over the world know from personal experience that these ideas work. You don't have to be formally educated to understand the principles of the Conservation Strategy. The most isolated peasant farmer or undiscovered tribe in Papua New Guinea knows damn well that you had better plan where your food is going to

come from when it turns cold or the rains begin. They know just as clearly as the CEO of General Motors or the Chairman of the Harvard Business School that the material world affects them and they had better be effective in their use of that material world. If they didn't know these things, they wouldn't be, at least not for very long. Those with more formal education may be able to provide a greater level of abstraction and a longer time span to the ideas contained in the WCS, but sometimes at the expense of really grasping the consequences of neglecting them.

The second reason for the acceptance by so many of the Conservation Strategy is more complex to describe. When I said it is because the time is right, I don't mean that 9:00 in the morning is best, or even that the 1980s have some special significance. What I am referring to is the chain of events that has led us humans to this point in our development. John Naisbett in his recent book called *Reinventing the Corporation* said that real change only occurs "when there is a confluence of changing values and economic necessity" (Naisbett and Aburdene 1985: 2). In my view, the last 40 years have been driving us toward that confluence.

For the last four decades (since World War II), things in general have speeded up. The dawn of the nuclear age gave us a somewhat different light by which to read. The war ended suddenly and unexpectedly for those still fighting in the Pacific. It ended as a result of an idea taken into the real world and applied. The clear lesson was there for all to see: technology rules. From then until now we have been swept up into a vortex of technological development that shows every sign of accelerating into the foreseeable future. For example, an article in *Scientific American* a few years ago put computer development into perspective when it said, "If the aircraft industry had evolved as spectacularly as the computer industry over the past 25 years, a Boeing 767 would cost \$500 today, and it would circle the globe in 20 minutes on five gallons of fuel" (Toong 1982: 86). What's perhaps more incredible is that in the intervening three years the speed of microcomputer processing has increased about 20-fold, and prices have fallen to about one-third what they were when the article was written (Somerson 1986: 34). So the 767 would now cost around \$125 and cruise around the world in about one minute. But this is only the beginning.

Thanks largely to the OPEC nations, conservation became good business throughout the world in the 1970s, but especially in the industrialized nations. It's not so much that industrialized nations have become so much more efficient in energy production and use, but that we use so much more than the rest of the world. A few percentage points of improvement in the OECD nations makes a large difference in overall demand. The quest for competitive advantage through efficiency of resource use is not, of course, limited to energy. This trend toward efficient use and thus conservation of resources is apparent for many commodities. Basic materials of all kinds are becoming less important to our economy.

There is some truth in the often-repeated theory that we are in the midst of a informational revolution comparable in impact to the industrial revolution -- but much faster in its rate of occurrence (Cordell 1985). For example, one recent study published in *Scientific American* revealed that steel consumption in the U.S. is roughly what it was 100 years ago when measured by kilograms per unit of GNP. Steel is simply not as important in our economic activities as it used to be, and has in fact decreased to 40 percent of what it was in 1920 (Larson et al. 1986: 35).

The 1986 Chevrolet Caprice weighs about 20 percent less than the 1976 Caprice. This represents a savings of nearly 1,000 pounds per automobile, much of which represents substitution of lighter materials for heavier, because the two vehicles are not very different in their external or internal dimensions (Larson et al. 1986). This same study suggests that the pattern for steel demand is being followed by each of the other basic materials they looked at: cement, paper, aluminum, chlorine, ammonia, and ethylene (Larson et al. 1986). They attribute this pattern to four factors: substitution of materials, more efficient use of materials, saturation of markets, and shifting consumer preferences.

It is their view that this trend is not merely a pause in the historical pattern of growth, but reflective of a fundamental structural change in the economy. Competition is driving everyone in the world to make it lighter, make it faster, make it more efficiently, make it more durable, and make it cheaper. These are the key factors in today's world economy and that's why free trade and protectionism is such an important issue.

The timing is right for Conservation Strategies for another reason as well. The takeoff point in world population growth seems to have been reached just after World War II. This coincided with the technological revolution and has in large measure been driven by it. The unprecedented increase in numbers of people has contributed to horrific problems in much of the world. An awesome array of development schemes for the Third World have been introduced and many have not brought about the expected results. Leaders throughout the Third World continue to seek a better route to development, and the WCS seems to offer an alternative view that is very attractive.

The gradual movement of the baby boomer generation into positions of authority throughout our society may bring some significant changes. The boomers, or "the Big Generation" as Allan Gregg refers to them, are well educated, utterly comfortable with the idea that the only thing that stays the same is change, confident in their ability to change things rapidly, impatient with inefficiency, far more globally oriented in their interpretation of their surroundings than previous generations, and are not satisfied with effort -- they demand results. All of these attitudes, if they continue to move toward dominance in our society, present some real challenges to the status quo, whether from the perspective of government officials, business people, or ordinary working persons. I believe this generation is again looking around for a new paradigm for explaining and evaluating the world. The ideas contained in the Conservation Strategy may provide part of that new approach.

As you have probably noticed, the concept of strategic thinking and planning has become a very fashionable topic of late. The word "strategy" pops up everywhere you turn in management literature these days. Everyone is exhorted to think strategically, to develop strategies for human resource management, strategic marketing, strategic information planning, transportation strategy, and so on. In a major recent study by The Conference Board in New York, 277 chief executives from multinational companies headquartered around the globe were interviewed about the important characteristics they feel the next generation of top management must possess. A strategic perspective was the dominant response given (Schaeffer 1985).

I'm sure the authors of the World Conservation Strategy did not intend it to become trendy, but its approach and terminology may be turning into the next conventional wisdom of our volatile times. The Global Village idea has become a mainstream conceptualization. The world business community is leading the way toward a linkage of economies that is both

encouraging and frightening. The fragility and volatility of our economy has increased in step with the development of international trade in commodities and currency. Whether or not our nation or others impose new trade restriction measures, absent a major war or unprecedented natural disaster, internationalism is here to stay. Why? Because technology makes it possible, and so it will be. It was inevitable from the first televised earthrise over the moon.

Maps similar to the one on the cover of the *Prospectus for an Alberta Conservation Strategy* are becoming the standard logo for various National and Subnational Conservation Strategies. Incidentally, we did not know this until after we had decided on the appropriate cover. If you recall, on the cover is a photograph of this province as if from several hundred miles up. The American space program and their beautiful photographs of our home planet have made an impression on people around the world. There can be little doubt that the timing of the development of conservation strategies has something to do with a new perception of our planet -- a perception that is partially based on pure economic necessities to be sure, but also based on the fragility of our existence that is so readily apparent in those gorgeous NASA photographs.

So much for the rather informal (but I believe well grounded) philosophy of the World Conservation Strategy. There are other questions that are often asked about the basis for accepting this strategy.

The use of the word "strategy" has been questioned by some because of its military connotations and the further implication from that of direct and forceful control over that which is to be Strategized about. Those of you who know some of the Canadian authors and coordinators of the WCS probably recognize that the idea of rigid military control is unlikely to have been a motivating force behind the use of the word "strategy." Militarism is simply not their style.

One of the leading thinkers about Strategies did concern himself with the military and war, but many of his ideas have an appeal to the most peaceful among us. I refer to Carl von Clausewitz, an author whom I believe is second only to Machiavelli in the breadth of misunderstanding about what he really said. Von Clausewitz's best known book, *On War*, discusses the elements of strategic thinking in the context of warfare, but the concepts apply as well to most other areas of human activity.

For example, von Clausewitz believed that a clear idea of where you are going is required before committing yourself to a direction. This requires a theory and in his words "The primary purpose of any theory is to clarify concepts and ideas that have become, as it were, confused and entangled." In our present speed-of-light world (at least for information and communications), we have great need of theories that can clarify and disentangle our concepts and perceptions. Von Clausewitz went on to discuss the need for guiding principles. He said "principles and rules are intended to provide a thinking man with a frame of reference" (von Clausewitz 1832: 141). Pardon the sexist language, but after all he was writing in the early 1800s, in Prussia. Following this advice, the WCS makes a valiant attempt to clarify concepts, and it also provides some guiding principles that few people have seriously taken to task. These include:

- 1) integrate conservation with development;

- 2) retain options for future use;
- 3) focus on causes as well as symptoms, and mix cure with prevention;
- 4) integrate as much information as possible in planning and management;
- 5) where possible encourage renewable resource development over exhaustible non-renewable resource development;
- 6) make sure you know the extent of your agreement before you begin disagreeing; and perhaps most importantly,
- 7) educate the community.

Von Clausewitz would be pleased with the effort. However, we should not consider the job done for all time when our theory is well developed, our goals are set, and our principles are being followed. Von Clausewitz is again instructive when he says that Strategic concepts "are not designed to serve as immutable rules but instead to give 'points of reference and standards of evaluation...with the ultimate purpose not of telling [us] how to act but of developing [our] judgement'" (Summers 1982: 246).

What I think he meant by development of judgement -- to use the modern boring parlance -- is to improve our decision-making capability through use of the framework provided (in our case by the WCS), and to be guided by the principles described in it. The Conservation Strategy fulfills the criteria in this case and it goes further: it leaves open the way for other principles and variations to be developed for various cultures, economic systems, or political institutions. The WCS, as David Munro told us at the last Annual Joint Meeting of the Public Advisory Committee and the Environment Council, did not try to do *too much* at once. It was never intended to be a rulebook to be adhered to, but rather a point of reference and standard of evaluation. This development of judgement that von Clausewitz spoke of is the paramount goal for the WCS, without which the objectives of the Conservation Strategy are impossible to attain.

This is perhaps the key to understanding how limited a Conservation Strategy must be. It can provide a framework for understanding, principles to guide our actions, and standards for evaluation. But freedom to choose is at the core of the Conservation Strategy. Perhaps the single generalization about the human condition in 1986 that will get the most agreement is the need for flexibility. Despite all our great technological advances, we cannot know the future. In fact, a recent theory in economics holds, in effect, that the more likely we think a particular scenario might be, the more likely it will not occur -- sort of a reverse self-fulfilling prophecy. So we must build flexibility into our conservation strategy process, yet recognize the necessity to forecast, anticipate, and plan.

There is a second important feature in the need for flexibility. In my view, the development of Conservation Strategies in many Third World nations with a single-party or single-person government may be the most democratizing process they can go through at this point. The theme of public participation in preparing Conservation Strategies was a powerful underlying force in the recent WCS conference in Ottawa. The World Resources Institute is exploring ways to encourage and assist in this very healthy spin-off benefit of the conservation strategy phenomenon. This is another area where we Canadians and even Albertans can

contribute in a small way. Our nation has developed an array of public participatory processes that we can apply to the democratic resolution of issues. It is important that in our development of Conservation Strategies in Canada we emphasize the importance of an open and broadly based public process. If we are to lead, it must be by example and not precept.

The World Conservation Strategy discusses in some detail the process whereby one can consciously set out to improve judgement. Chapter 8 of the WCS describes the steps to follow in a Strategy. These steps are paraphrased on pages one and two of the *Prospectus for an Alberta Conservation Strategy* as follows:

- 1) Establish conservation goals.
- 2) Determine what is required to reach these goals and still accommodate development objectives.
- 3) Establish priorities for these goals using the criteria of significance, urgency, and irreversibility.
- 4) Identify the obstacles to meeting these goals.
- 5) Analyze present and planned mechanisms for dealing with these obstacles.
- 6) Propose the most cost-effective, least disruptive, and most integrated methods for overcoming the obstacles.
- 7) Derive a plan of action (actually many plans of action) for implementing the agreed-upon methods.
- 8) Provide a means for a continuing evaluation: of the goals, of the progress toward them, and of the cost-effectiveness and efficiency of our solutions.

These steps define (in very general terms), the process that might be used to attain the broad objectives set out in the WCS. To my mind these steps, when taken together, are really a slightly modified scientific method. As you will recall, the scientific method consists of a theory concerning the systematic pursuit of knowledge wherein a problem is discerned and operationalized, data are collected concerning the problem using experiment and observation, hypotheses are formulated, and then the hypotheses are tested for their explanatory value in solving the problem (*Webster's* 1979; Kaplan 1964: 9).

The reformulation of the scientific method in the WCS seems to have had great explanatory value for many people around the world, because Chapter 8 of the World Conservation Strategy is often referred to as the most valuable chapter in developing National or Subnational Conservation Strategies (Kerr 1986: 11). This may come as somewhat of a surprise until you consider how often we normally think about the scientific method as our next step in problem solving. Many of us are so busy fighting rearguard actions or putting out major fires that the opportunity to actually solve a problem seldom arises. This may help to explain why many people look at these steps and do not seem to recognize them except to feel somehow that they provide a solid footing on which to proceed. They are right. Von Clausewitz would be proud.

In my view, the authors of the WCS recognized that not just people but governments everywhere -- and especially in the Third World -- found themselves too busy to look at their problems with real solutions in mind. Mostly they seem to look at problems with their primary object as surviving until tomorrow or at best four or five years hence. This doesn't apply only to less developed nations. To quote from Russell W. Peterson, then president of the American National Audubon Society:

Nowhere in the Executive Office of the President, or anywhere in government for that matter, does any group exist with the stated responsibility of analyzing global future trends, integrating population growth information with resource and environmental factors and identifying economic and social implications, relating them to policy problems facing decision makers, and identifying alternative choices... (Conservation Foundation 1982).

I doubt that our leaders are much better prepared.

The Conservation Strategy is a process and a document, likely a series of documents. But the process is by far the more important part of the Conservation Strategy idea. Developing a Conservation Strategy constitutes a series of steps, which as we heard yesterday in our provincial updates, vary from place to place.

So, my definitive answer to the question, "What is a Conservation Strategy?" is simply this: It Depends. A Conservation Strategy is different for everyone in detail, but the same for everyone in principle. A Conservation Strategy is an attempt to build into our thinking a long-term, comprehensive, and integrated view of the world. Few things are more difficult, or more necessary.

However, I owe it to you to be more specific, so I'm going proceed to discuss briefly the progress of the Conservation Strategy in Canada and, more specifically, in Alberta.

As most of you know, the World Conservation Strategy was reviewed by the federal Department of Environment in 1980 and ultimately endorsed in October of 1981 by the Minister of the Environment representing the Government of Canada. The federal government made a series of 22 major recommendations to bring Canadian policies more in line with the principles of the Strategy, one of which was for the development of Provincial and Territorial Conservation Strategies (Environment Canada 1984: 7). That was in 1981. Not much happened to all those good ideas and fine-sounding principles until 1985. It was an idea whose time hadn't quite come.

In Alberta, there was one person (there were probably many more that I don't know about) who continued to press for an Alberta Conservation Strategy. He wrote letters to important people both in and out of government and received unanimous agreement that a Conservation Strategy was a good idea -- no, a great idea. But no one seemed to be able to find the time to actually do the work. Like all the rest of us, every group or government department he contacted seemed to have too many fires to fight first before something like a Conservation Strategy could be looked at. What he kept trying to tell them was that the purpose for developing a Conservation Strategy is to reduce the number of fires you have to fight by preventing them in the first place. There was of course a second reason why a Conservation Strategy would be difficult to develop by any of the government departments

he approached with the idea.

Each department has clear and specific responsibility for certain things, and only those things. Public servants in this country have a well-deserved reputation for competence and expertise in their particular departmental responsibilities. However, few government employees are comfortable dealing with areas of responsibility that may fall outside their particular department, division, branch, or region. Certainly activities undertaken by one Department that are traditionally seen as the responsibility of another are guaranteed to start a "range war." This compartmentalization of function is necessary for day-to-day operations and control, and has carried us far in the Western World. This organizational structure is as necessary today as it ever has been, but occasionally it is valuable to take stock of our programs with a wider view than any single, or even handful, of departments can bring to bear. The purpose of such a review would be to look at the interstices, the edges of things, the interactions, the overlaps, the gaps, and the cross purposes that unavoidably arise from the compartmental approach.

This understandable nervousness about intruding on the territory of another department may help to explain the reluctance of many government employees to rush out and begin a Conservation Strategy. There are many interdepartmental committees established for the express purposes of preventing over-compartmentalization, but none of the individuals contacted said they were prepared to take a low-priority issue like the Conservation Strategy to a busy committee of senior civil servants. Ultimately, the conservation strategy was taken to the CEO at the Environment Council to see if the Council would begin to develop an Alberta Strategy. The answer was that the Public Advisory Committee and not the Council itself was the appropriate forum for initiating an Alberta Conservation Strategy. This may seem an insignificant distinction to some, but it is not.

To understand the process that is now underway to develop a draft Conservation Strategy for Alberta, it is necessary for you to understand the Environment Council of Alberta. Briefly, the Environment Council is a Crown corporation, wholly funded by the Alberta Government, but designed to operate at arm's length from the departmental structure of government.

The ECA has several responsibilities outlined very specifically its Act. The functions that normally absorb the major portion of the resources of the ECA are:

- 1) To hold public hearings on matters of major environmental concern.
- 2) To conduct an ongoing review of Provincial environmental policies and programs.
- 3) To maintain and support a Public Advisory Committee.

Other responsibilities that occasionally require the attention of the ECA are:

- 1) Investigation of any matter pertaining to environment conservation as requested by the Minister of Environment. Examples of these are the two recently published reports reviewing the Clean Air and Clean Water Acts.

- 2) Holding hearings on stop order appeals under various Acts and regulations.
- 3) Holding public hearings under the Wilderness Areas, Ecological Reserves and Natural Areas Act concerning proposals by the Executive Council to establish or change wilderness areas or ecological reserves.

The CEO reports to the Minister of the Environment for ordinary purposes, but when public hearings are called by Order in Council, the Hearings Panel reports to Cabinet through the Minister of the Environment. The ECA has 19 full-time staff and the CEO. Incidentally, the staff complement is down by more than one-quarter since 1983.

The Public Advisory Committee has a membership of around 170 people, with representatives from about 125 organizations in Alberta. The PAC is subdivided into eight Subcommittees: the Science Advisory and Environmental Education Subcommittees; Renewable Resources, Energy and Non-renewable Resources, Environment Protection, and Pollution Subcommittees; and the Rural and Urban Environment Subcommittees. There is also a Coordinating Committee comprising the chairpersons of each subcommittee, and the chair and vice-chairpersons of the PAC. All told, there may be between 70 and 85 meetings per year at the Council offices. Often these meetings feature a speaker from a government agency or private industry who discuss matters of importance to the Subcommittee.

Now the Public Advisory Committee has always had relative autonomy to pursue the environmental and conservation issues it believes are most significant to the province. It functions as a coalition of NGOs. Often its activity has been driven toward single issues and PAC, like all of us, has been forced into the react-and-cure mode of operation. Because of the province-wide representation and diversity of member organizations, the PAC acts as an early warning system for the government about emerging environmental issues. But the Conservation Strategy project has united the PAC in a way few other issues have.

The Conservation Strategy project began in late 1984 in one of the Subcommittees, and a three-person Steering Committee was struck from this group. After a few months of learning and discussing just what was involved in developing an Alberta Conservation Strategy, and a very worthwhile visit by David Munro, the Steering Committee decided to broaden its representation and contacted each of the other Subcommittees. In this way the Steering Committee expanded to 14 members. Under the auspices of the Steering Committee, a brochure was produced in the summer of 1985 publicizing the project.

It was soon apparent that the idea of developing an Alberta Strategy was of interest to many people, and was likewise difficult to explain. Thus began the work on the *Prospectus*, which went through four major reviews prior to distribution before the last Annual Joint Meeting of the ECA and the PAC in December of 1985. This document was unanimously endorsed by the Annual Joint Meeting, along with a resolution calling on the Provincial Government to hold public hearings based on a draft Conservation Strategy to be developed over the next couple of years.

Upon receiving the mandate to continue at the Annual Joint Meeting, the Steering Committee debated various methods for proceeding to develop a draft Strategy. Ultimately, a staged approach was approved, beginning with the preparation of sectoral documents for use as background papers for a draft Strategy. The purpose of these papers was to draw on the wide-ranging expertise to be found in the PAC and to get these individuals and

organizations involved at the earliest possible stage in preparing an ACS.

It was recognized almost from the beginning that the Conservation Strategy concept was a new development in environmental awareness. As such it required a new approach to participation and preparation of public information. The primary objective was established to be to facilitate the maximum meaningful participation possible from the organizations and individuals most interested, knowledgeable, and affected by the development of a Conservation Strategy. This meant that industry as well as conservation groups had to be actively involved from the beginning.

Draft terms of reference were prepared for each sectoral group, following a common pattern in order to elicit information in a comparable format across the sectors. The working papers prepared by each sector are intended to focus on the interconnections of each sector to the others. The intention is that after the individual working papers are thoroughly reviewed within each sector, they will be exchanged for review by each other sectoral group. At that point, the plan is to hold workshops or miniconferences with participants from the various sectors to contrast and compare, in a structured way, the complementary and contradictory findings of each. It is the goal of these workshops -- for lack of a better term -- to enable the participants to discuss and perhaps to resolve some of the conflict points in the various papers. The remaining points of dispute can be cited as those requiring more action. After the workshops (perhaps as many as seven may be needed), the sectoral groups will revise their papers to the extent they feel necessary, and then publish them as background material to the draft Strategy.

We have high hopes for the quality of these background reports. At this point, there are about 100 people working on the reports, but it is too early to tell you anything specific about the content or quality. The caliber of the participants, and the enthusiasm shown thus far gives cause for optimism, but there is still a full year to go before the intersectoral workshops are scheduled to begin. Response from industrial groups has been very good, and most environmental and conservation groups are very interested in the prospect of building a business-environmental consensus. In order to achieve this, the participants are going to have to be open minded and fair. But we all should remember that it is often a misunderstanding of what we agree on as much as what we disagree on that causes conflict. Knowing we are both seeking the same goals through different means tends to focus and narrow the discussion, open the ears of the participants, and assist in the formulation of realistic solutions. Conflict too can be made more efficient and productive, but we need a framework. Building that framework is a major goal of this project, and these background reports are central to achieving that goal.

It is our belief that these documents present a golden opportunity to showcase some of the best in government-industry-NGO programs. The Steering Committee has suggested that each sector examine the possibility of selecting a case study of conservation strategy principles in action. If a case study that intersects several of the sectors is found, so much the better. The purpose here is to show the kind of action programs that are intended to flow from the development of an ACS. One thing I should be clear about: no one thinks for a minute that there aren't hundreds of excellent programs, policies, and individual efforts going on now. The World Conservation Strategy Canada document describes dozens of such programs from every province and territory.

This phase of developing an ACS must find programs that illustrate the conservation

strategy approach, and bring them to the attention of the public in a way that will engender their support for more. One such program is the Wild West program funded by the World Wildlife Fund, National Sportsmen Shows, and Esso. This project was originally to be called a prairie conservation strategy, but has changed its title, though not its purpose, in order to better integrate with present and (I expect) future provincial or ecologically based regional prairie conservation strategies. Their on-the-ground approach, involving co-operative efforts among the three provinces, land owners, private conservation organizations, and the Canadian Wildlife Service, and their expectations for further similar developments after this one, fit perfectly into the framework of an action program to address a carefully assessed need. There are several projects that we hope to use as examples of well-considered developments in Alberta.

While the various sectoral papers are being drafted, edited, and revised, some work can proceed on the draft Strategy. Much of the Strategy will have to be developed after the workshops are held in order to incorporate the intersectoral discussions. The draft Strategy will have to be an integrated document based largely on the background material. It is hoped that the draft Strategy can be published within a few months of the background material. All other things being equal -- and they seldom are -- the goal is to publish the sectoral reports in the Winter of 1987-88. The draft Strategy may follow in the Spring.

If the resolution from the PAC to the Provincial Government is agreed to, a panel would be appointed and public hearings would be conducted across the province using the background material and the draft Strategy as discussion material, probably in the fall of 1988. The panel's Report and Recommendations to Cabinet might then constitute the next draft Strategy, and the Government of Alberta would then have the opportunity to study, to evaluate, and to endorse or reject in whole or in part an Alberta Conservation Strategy.

Those are the current plans of the Steering Committee for an Alberta Conservation Strategy. I think they are realistic timelines, and their goals are attainable. However, there are many possible variables that could change the present plans, several for the better. For example, the federal government could suddenly recognize the tremendous potential for unifying the nation that a properly done National Conservation Strategy process could bring. Note that I said "national" as opposed to "federal." A Federal Strategy, which I think is essential if the provinces and territories are going to have Strategies, would involve a difficult but rewarding period of negotiation between the federal government and each of the provinces separately as well as all of them together. A Federal Strategy would have to deal with the intricate problems of jurisdiction and responsibility. It could provide an opportunity to streamline our regulatory systems in every province.

A National Strategy could pave the way for the more difficult Federal version, and could have numerous other benefits. For one, the recommendation for development of a "National Environmental Policy" in the recently released *Improved Program Delivery* report (Follow-on Report of the Task Force on Program Review) should, in my view, start with a Conservation Strategy process with the maximum possible participation. Without widespread participation in the process of developing a National Environmental Policy, you will not have the commitment to the final product. Just like provincial governments, the public and industry don't like to be told the answers. They like to figure it out for themselves, because sometimes they have different answers. The development of a National Conservation Strategy along the lines of the Australian National Conservation Strategy would not in itself constitute a National Policy except in the most general sense, but it could improve the

channels of communication in preparation for the next step, which is to act on the consensus.

In conclusion, a conservation strategy does not tell you where you are going, it simply provides the means to figure out how to get there. The conservation strategy represents a new phase of environmentalism, one more responsible, more constructive, broader in scope, and directed toward practical solutions. But just as the law is too important to leave to the lawyers, the economy is too important to leave to the economists, and politics too important to leave to politicians, so too is conservation too important to leave to the conservationists. Certainly our society's vision of the future and how we might best move toward that future is much too important to leave to well-meaning bureaucrats such as myself. We need a coalition of interests to chart our course and set our priorities and the process of developing a Conservation Strategy can help us to do that.

As one of the Steering Committee members described it, the Conservation Strategy can be thought of as an assemble-it-yourself vehicle -- like a 10-speed bike in pieces. As such it is complicated, difficult, and time consuming to put together. But we Canadians already have all the parts, well built, machined, polished, and ready for assembly. This is clear from the World Conservation Strategy Canada document. All it takes is for us to finish the job of assembly to produce a more effective and efficient vehicle for riding into the future. Thank you for listening.

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PANEL PRESENTATIONS AND DISCUSSION

ALISTAIR CRERAR: Tom Beck is here as a substitute for the industry person, Doug Bruchet, who has come down with the flu or some kind of a virus that seems to have struck half of the industrial people in Calgary, because all the replacements are either sick or having meetings or their presidents are coming up to view the factory and other very good excuses why they couldn't be here. So Tom is going to put on another hat, having served with industry and knowing the industry viewpoint, he's going to try to give that kind of perspective. Just to give him time for preparation and reflection, we'll put him on at the end. We'll start off instead with Les Cooke, who is capable of rising to any kind of adversity. Les is the Assistant Deputy Minister of the Resource Evaluation and Planning Division and he has been in charge of the implementation of integrated management planning in Alberta, which tries to bring [people] together around a single table to develop a consensus about the direction in which you should go in both sub-regional kinds of areas and the larger regional areas such as the Foothills or other ecosystems. So without further adieu, we'll call on Les to give us a provincial perspective on the conservation strategy.

LES COOKE: Thanks, Alistair. I just want to be sure everyone can hear me. It's usually not a problem with my voice, but I just want to check and make sure, because we -- at least I am not going to use the microphone.

I've been thinking quite a lot, for other reasons, actually, about the provincial role in conservation strategy over the last several months and it has led me to some fairly interesting conclusions or observations about what a conservation strategy is and where it fits into a system of management for land and natural resources in the province. Interestingly enough, the need for a conservation strategy is in some ways dependent on where a particular jurisdiction is, in my estimation, in its evolution of land and resource management.

When activities began in the 1970s on developing a world conservation strategy, clearly the perspectives that led to the beginning of that effort were worldwide perspectives. Those worldwide perspectives saw that throughout the world, particularly in countries that were developing in some form, that indiscriminate use of land and resources was taking place, to the extent that not only was the environment being defiled but in fact it was becoming somewhat unrealistic to even have any type of national or regional goals for economic development or long-term land benefits. That recognition, when people looked around the world, led to the development of the world conservation strategy.

If you look at Canada's follow-up to the world conservation strategy and if you look in turn at the provincial government's follow-up to the national activity, what you find is a great deal of uneasiness throughout Canada -- a great deal of uneasiness because people aren't really clear in their minds how you take something like that and how you fit it into the perspectives within which we work. Those of us who were fortunate enough to attend the conference in Ottawa this summer -- Mike and others of us there -- I think came to get a better appreciation of why we at times, I think, feel a little uncertain as to how the conservation strategy relates to us. For me, I know it was quite an enlightenment in the sense that you see countries where development is the only strategy that will allow conservation to be realized. It's the only way that you can realize it. And national

development planning is in fact in many of these countries the equivalent of conservation planning.

When you look at Canada's history, particularly in land and resource management, over the last 20 or 30 years or you look in northern Europe or you look in places that have developed, relatively speaking, sophisticated forms of land and resource management, those countries are the ones that are having the greatest difficulty in trying to relate to a conservation strategy. The reason is that the system of land and resource management is very complex. It is very well developed and has a lot of components to it, and it is very difficult to take a broad statement of philosophy or three or four very broad objectives and then try to translate those objectives into all of these very complex regulatory and planning activities that exist in the particular jurisdiction. And that is basically the situation in Alberta today.

In Alberta we have a very complex system of land and resource management. It is a hierarchical approach. It has many, many levels. It is very complex in the sense that it has developed a whole series of relationships and interrelationships between the cast of characters that get involved, extending from the politicians through to industry and the public at large. Those relationships have evolved a great deal over the last 20 years. So, when in Alberta we look at a conservation strategy from a provincial perspective, the difficulty is, how do you get from a series of very broad objectives into the kind of complex decision-making systems that we all participate in?

Now assuming that one has enough perspective and enough knowledge of what does go on in our land and resource management systems, the first task that one always applies is: are we basically meeting those objectives? And the comments I'll make are certainly my own; I don't pretend to offer them on behalf of the government or anyone else. In my estimation we are meeting those objectives. The opportunity that I had to talk to people from other jurisdictions in Ottawa this summer confirmed that, if anything, we may well be the leading edge in the world in terms of implementing a conservation strategy in the broad sense of the word.

One of the difficulties that we have in trying to relate to a conservation strategy is to be able to get everyone who is participating in the process to accept some kind of common understanding, some type of common appreciation, of what conservation is. To some, it represents very strong forms of protection. It's a protectionism kind of philosophy. But that certainly is not the case when one looks at the world conservation strategy. It is a development philosophy, not a protection philosophy. I think that's very important to understand. What it tries to achieve in philosophy and in principle is a balance between development and conservation.

The premise that it is based on is that if you plan development and if you plan development in a wholistic or comprehensive way you have a very good chance of attaining sustainable development. That's really what the fundamental premise would be of a document or documents. And when we've looked at -- in Alberta's case, from the provincial government perspective -- at the conservation strategy, in our estimation the set of principles could be fitted in as the preface to any number of things. The documents I just passed out to you represent the philosophy that is used to manage public land in this province. It's a philosophy called "integrated resource management." That term is just one we've selected. It's used elsewhere and there are other terms for it. But it reflects a wholistic approach to public land management. In the case of Alberta where 65% of the province is public land and

whereas that public land in Alberta's case has a very high level of resource potential, this kind of philosophy is critical to examine when you are talking about a conservation strategy. In my estimation that is a conservation strategy, just as the balance that one has between development and protection in things like the regulatory processes also reflects the extent of the commitment to the conservation strategy. I think many times when we look at a conservation strategy, to some of us it represents an opportunity to try to re-examine the development goals of the province. I think that some of the activities that Mike is undertaking and that the Public Advisory Committee is undertaking relate to that particular objective. My own feeling is that the difficulty that will come, that has come, is in trying to take a very general set of principles like that and fit it into all of the things that we're doing. What I think is needed initially is to assess to what extent the province in fact is fulfilling those objectives. And my personal assessment is that we are fulfilling them to a very great extent. So I wanted to preface what else I'm going to say with that perspective.

That perspective, I think, is pretty widely held among the senior managers in the provincial government. The senior management group in natural resources and land administration in Alberta is a reasonably cohesive group that undertakes a good deal of activity together and has very much a wholistic perspective on things. And we have discussed from time to time where we think we fit into that kind of idealized framework. Our feeling is that we are well along in attaining those objectives if in fact we haven't attained them already.

I want to speak for a few minutes, if I may, about integrated resource management and planning as a basic approach to public land management. I think when you look at that particular approach you find that a good deal of what is needed to attain the principles of the conservation strategy are contained in this particular approach. As Alistair said in his introductory remarks, this particular system has a number of features that are, I think, quite important. The term "integrated resource management" is worth thinking about for a few minutes. The term "integration" applies both to integration of land activities -- you'll notice we use the term "integration" and not "multiple use." As one of the people who has evolved with these various philosophies in Canada and Alberta over the last 20 years -- a problem that developed with the multiple use theory was there was an expectation that everything could occur everywhere as long as you planned it properly, which is completely unrealistic and unworkable. In fact many of our activities, once we complete an integrated plan, are to some extent single use. A wilderness area is very single use. A coal mine is very single use. Believe me, no amount of planning is going to make them multiple use. Those objectives, in order to be satisfied, require a very single use perspective. So our perspective is one of integrated use, integrated in geographical context and integrated over time, also a very important element.

The other aspect, which to me is more important, is integration in the decision-making systems that exist within government. One of the difficulties, if not the foremost difficulty in land management in Alberta historically, has been the fact that while we have had excellent sectoral decision making it has not been related one sector to the other. We find that where the problem occurs is when all of the activities exist on the ground and we've literally got the feedlot next to the mobile home park. That is a scenario that occurred often enough, particularly in the 50s and 60s and early 70s in Alberta. I'm giving a simple example, but in fact we saw the importance of integrating the decision-making systems. That is also the single most difficult thing to do in adopting any kind of strategy, conservation or otherwise -- to effect the change in the institution. Believe me, you cannot accomplish a conservation strategy and integrated resource management philosophy without institutional change. It is

fundamental. So integration both in land-use integration and decision-making systems.

That means that people are at risk. The risk they run is that the collection of people may arrive at a decision other than the one that they might arrive at in terms of their own resource or land use. However, what practise has shown us is that their fundamental objectives are very seldom if ever at risk. It's a perception problem initially and when people see that, through a process of negotiation, in virtually no cases is somebody asked to sacrifice their objective entirely, good planning in fact can accomplish a good deal in terms of getting these objectives to fit together. It may mean that they achieve 80% of what they set out to do rather than 100% or nothing. We have found that once people experience this kind of decision-making process they feel quite comfortable with it. It takes them actually out of the yes/no types of decisions.

A couple of other key elements related to integrated resource management in Alberta today: it reflects for the first time in Alberta a long-range perspective. Now I'm not suggesting that individual sectoral components of land and resource management haven't had long-range views. Certainly the practice of forest management requires a very long-range view. But the wholistic view has always been very site-specific in Alberta and, I'm sure, in most jurisdictions. It's always reduced to, you know, the wrist wrestling that takes place over some very site-specific activity and it is very immediate and very localized. The approach we put in place over the last 10 years has very much a long view associated with it. That's what it is meant to introduce.

The other thing that it introduces for the first time is pro-active resource management. The expectation in Alberta is that our planning will identify the opportunities and the benefits that are possible in terms of managing public land resources. We then set out to attain those. In the past we didn't have a clue what kind of opportunities or benefits were possible from public land. We always were in a reactive mode. All of the government decision-making systems in western North America were designed that way, a concessionaire type of system. It stems back to the early forms of land administration. Now you wanted to do something -- you went to Ottawa and lobbied somebody. And somebody gave you a concession to do something and then after that it was your business. We moved from that in the 50s into single-sector management in Alberta where again we developed excellent, and I do mean excellent, single-sector management systems. The system of oil and gas management in this province is the top oil and gas management system in the world, bar none. It is excellent. It has the ability to identify oil and gas objectives, certain economic objectives, and it certainly is a rational and excellent system of attaining those benefits, but it has absolutely no regard for anything else. And so we go across the spectrum.

So the business of pro-activity is a very important one. That's the philosophy of management. Unlike popular thought, this is not a planning system. It is a land-management system. There is as much integration taking place among our field staff in terms of the day-to-day decisions they make or as much integration taking place in policy assessment at cabinet committee as there is in the planning teams that drive the planning system itself. Planning is one activity, just one activity, in the spectrum of management. It gets a lot of attention. Right now in Alberta it certainly is the star of the show. In my estimation it will work most effectively when it is a routine part of our management activity. I believe we have attained that in Alberta. I think we've attained that certainly as long as five, six, or seven years ago. It's a routine component of management, not some spectacular thing that turns out an Eastern Slopes Policy.

Now the document that I gave you was the first product of the integrated resource management system. It was very spectacular and remains very spectacular. The fact is when you actually analyze it and take it apart, what you find is for the first time a government making a commitment to value a certain set of principles. If you took the set of principles that are contained in that document and actually did an analysis of them in relation to the world conservation strategy you would find a very high level of compatibility between the two. The rest of the document is a regional plan on a scale of 1 to a half million. And while it receives a good deal of attention, frankly, if you are a land manager, a regional plan on a scale of 1 to a half million is something less than fully useful. That is not enough. While it gets all the attention, the key to planning is to perceive it as a hierarchy of activities, to understand that in the final analysis what you are trying to do is provide direction for people who make decisions on a day-to-day basis. The ongoing process that we're in is to increase the detail of our information so that we can make better decisions, to increase the detail of the participation so that in fact we reflect better and better the views of all the constituents, and there are many.

So I want to emphasize that planning is not simply a spectacular one-time activity that produces some kind of grand plan and then everybody moves on from that. That principle is behind the integrated resource planning program that we're undertaking for public lands which has been well underway now for the last 10 years. It is a participative system where we do not have planners independent of decision makers presenting things and saying, here I know best, this is what you're going to do. It's a system which takes those decision makers, those people who make those decisions on a day-to-day basis, sits them down with somebody who can facilitate that kind of discussion and basically has them work out an agreement between themselves. When they do that, they then test that agreement with anybody who has a constituent interest in what is going on, whether you are a recreationist or one of the industrial interests or whatever. That's fundamentally what we do in planning. It's just no more sophisticated than that. The difficulty is trying to get 80, 90, or 100 parties involved in a process in a manageable way, but yet in a way that allows them to feel comfortable with the product of the exercise. That's where we've been working hard and I think where we've had some success.

Where we are today in Alberta is we've obviously concentrated on the Eastern Slopes area in terms of introducing the next level of planning beyond the Eastern Slopes Policy. That level is the sub-regional planning. Its focus is on resource allocation. We also have a unique situation related to many other developed countries in the world in the sense that we have not yet made a good deal of our resource allocation decisions. That's not common in the U.S. and it is certainly not common in northern Europe. However, it is very common in the third world countries, in the developing countries. But we have not made those decisions.

So our planning is not a site-selection process; it is a resource allocation and land management process. The way we approach it is quite simple. We have a hierarchy of committees within the provincial government. All of the decisions related to integrated planning are made interdepartmentally -- all of them from the planning team, which is interdepartmental, through to final approval, which is made by Cabinet. At every bureaucratic level between those two levels there is an examination of the process going both ways, giving direction down and considering the products coming back up.

Okay, so it's fully interdepartmental. We put together a planning team. On the planning

team are those people who have the day-to-day decision-making responsibility for land and resource management for that area -- the local forester, the local biologist, or whomever happens to be involved. Okay, those people are the hub of the wheel. They are the ones who sit down and, firstly, try to identify the problems, issues, and concerns that are to be addressed by the plan -- a very difficult and most critical component of the planning process. The second thing they do is to clarify what provincial policy is relevant to that planning exercise. And they do that. The third task they undertake is the preparation of the draft plan, quite frankly the easiest task of those three, because if you've got clarity in terms of what you're trying to achieve, and you have clarity in the policy direction, then it gives the participants the wherewithal to basically negotiate the plan. We have public involvement in that process at all three of those stages. We have the draft terms of reference for the planning study. We have an open house and a public meeting and anybody who cares to give us advice and direction is most welcome to do that. When we have the policy document -- we don't do this in every plan -- we will also seek public input. The draft plan is reviewed thoroughly by the publics, both in the case of those who have strong vested interests in terms of individual consultative activities, and also in the form of general meetings and open houses in the area and in other areas. So that's basically what is involved in the planning program.

It is our intention over the next 15 years to complete this planning initiative at the sub-regional planning level, which is at a scale of 1 to 100,000, for all of the province. We have presently completed within Alberta plans for about -- don't hang me on the numbers; I didn't get clarification -- for about 50,000 square miles. We have 10 plans approved by Cabinet. We have two others that will be approved by Cabinet very shortly.

The success rate of getting things through the system is now starting to tell. If you were to question people involved three years ago, they would have given you an indication of a lot of frustration. The problem was that as we learned our way into this process -- and, believe me, if anybody thinks we had a grand plan to the level of detail I'm discussing this morning, we didn't. We knew where our principles were and we knew where we wanted to get in the longer haul, but in fact we had to learn as we went. We recycled through plans in some cases, in the case of the Castle River plan. You go through policy problem cycles and draft plan cycles, five draft plans, four different policy documents, at the same time airing interagency problems: why isn't Agency X doing something; why are Agencies A and B at odds with each other. In a couple of cases they ended up in Cabinet having to get resolution. The nice thing about that is that, having attained resolution once, we very seldom had to take that issue back again. Now what's happening is that our planning time lines, to give you an example, have gone from as long as eight years to the point where plans now routinely are turned out in 12 to 18 months. In fact, in one case, because it ran into other plans, the Keg River Plan in northern Alberta -- we could have had that planning complete in eight months.

That's where we are in Alberta. The emphasis is clearly on planning. Bill will be able to give you some excellent insight into the activity we undertake by regional planning commissions in the province, which is effectively a similar style of planning except that it applies to private lands. The goal that most of us hold in all this is to see the land base of this province entirely with policy and with planning. Our feeling is that the objectives -- the balanced objectives that come with a conservation strategy -- will almost certainly be satisfied in that kind of an environment where you have planning and you have participation in planning. Thanks, Mr. Chairman.

ALISTAIR CRERAR: Thanks very much, Les.

(APPLAUSE)

ALISTAIR CRERAR: I think we've had an eloquent and interesting introduction to the approach used in Alberta. Rather than open it up at this point, I would like to go through all of the panel members and then open it up to discussion because I think we need a series of perspectives in order to get the approach that is appropriate. So what I'll do is move right along to Bill Shaw, who is representative of the way in which the other 45 percent, that is, the private land, is planned for and then -- but in Bill's case his regional planning commission stretches all the way from the Foothills in the Rockies through some of the richest farming land that we have in this province, includes a -- well, I was going to say, a moderate-sized, but I may defer to Bill -- a reasonable-sized urban community with enough of the problems that an urban community brings, and therefore he has kind of a good and representative area to deal with. As well, the Red Deer Regional Planning Commission has been one of the most innovative, in my view, competent, and capable of all the regional planning commissions in the province. A large part of that I suspect has been due to Bill. With that fulsome introduction, I'll give you Bill Shaw.

BILL SHAW: ...regional plans and regional planning, but I'm going to try to relate things at the local level because I'm getting more concerned about activities at the local level with respect to conservation and land use management and local responsibility of elected councils and of landowners. I'd certainly like to thank the Environment Council of Alberta for the opportunity to speak this morning, especially Archie Landals for sending me the kind invitation. They know that I personally supported the conservation movement and the Environment Council of Alberta throughout its various years, and it certainly is a privilege to be able to come to speak to you this morning.

We've heard enough about what a conservation strategy is. I'd just like to give some local perspectives on what the local people would think are some reasonable ideas with respect to the need for co-operation in a conservation strategy, what in fact are some local roles in the conservation strategy, what would be the local benefits that might be foreseen from it, and then some of the implementation obstacles. I see that that might be discussed this afternoon; it might lead as an introduction to that.

Certainly all of the comments and ideas I'm going to put forward in about the next 10 or 15 minutes are not my own. I guess I did some public participation and reached out to some of my fellow planners in Alberta and the Northwest Territories and asked for some of their ideas and thoughts with respect to a local perspective on a conservation strategy, and I'll integrate some of those into my presentation this morning. Firstly, with respect to the need for co-operation -- and I think everyone sitting around here this morning realizes that no parcel of land, that no environmental feature, or no resource is an island -- no one body can have policies and programs to protect or conserve it without integrating the thoughts, interests, concerns, the needs, and priorities of other bodies. Any resource is not immune from forces other than your own and therefore you've got to involve other people. I think that has to be fundamentally recognized.

The other thing, of course, is -- it's been brought out this morning -- that different individuals and different interest groups certainly have different ideas, different perspectives,

different demands, different concerns, and different priorities with respect to the land and resources within their own area, within the province where they live, or in fact the nation that they live in. Therefore these different interests obviously have to be considered and integrated with any strategy that is going to be reasonably effective. No strategy, as Les has said, is going to be 100% effective, but hopefully we can gain 60 or 80 percent of the types of things we want.

Certainly, by bringing together all of the ideas and concerns that different individuals have, this in itself serves to amplify the effectiveness of the process and amplify the effectiveness of the strategy that will be the result of such a process, by aiding in the filling of gaps, by correcting certain misconceptions -- certain people at the national level and provincial level have misconceptions about local thoughts and deeds -- and certainly by providing finer tuning to directions that would come out of a strategy statement. We all know that co-ordinated direction would be helpful to promoting the effective delivery of a strategy through co-operation by minimizing unnecessary duplication. Sometimes of course duplication is necessary, but quite often it is unnecessary. A strategy and co-operation would help to minimize counter-effective activities by different bodies. And a strategy that involves a lot of public input, of course, would be more respectful of competing demands and would be more responsible and sensitive to the demands and needs of users and resource owners.

I think -- and I'm sure by listening to some of the discussion this morning -- that quite often the process of building the strategy is as important or more important than the strategy itself. Because going through the process, we all gain a wider perspective and appreciation of the various issues and the resources we're talking about and the various needs and demands placed upon those resources. This understanding, this cross-correlation of ideas, provides a greater commitment, I think, to the strategy in the long run, by being able to identify with other users. So definitely there is a distinct need for co-operation for such a thing as a conservation strategy.

Getting closer to my topic this morning with respect to the local role, that is, the role at the municipal level -- and I guess in part I'm thinking of the elected councils at the local level, but also in part thinking of the individual citizen at the local level -- there have been many things said this morning already about public participation and the participation of private landowners, private individuals, and of course, public interest groups. Well, what about the local role? What about the role of the local elected councils? I often think that we're over-governed in this land. For example, in my own area of central Alberta, the Red Deer Regional Planning Commission covers about 14,000 square miles, as Mr. Crerar has suggested, from Banff National Park out to the dry grasslands east of Coronation. We have 42 municipalities with about 250 to 270 elected politicians covering the 42 municipalities, some of them as small as about 37 people in the community and others as large, of course, as 52,000 in the city of Red Deer. But because we have so many governments and because those governments in themselves through the Acts of the province have been allowed to regulate and control and direct land use which in part reflects also resource management, the local role, I think, is very significant.

The local role is very important because it is the area that is closest to the people. It is the area that is closest to the land and it is the area that is closest to the resources. And also, of course, that puts the people closest to the politicians at the local level on a daily basis, very close-at-hand, like walking across the street or up the street where you can talk to

your local politician and apply various forms of pressure. This is the level in fact where provincial and national policies and programs are put into practise. So this is the level where the crunch comes. It's at the local level. This is where these policies and programs, sometimes -- often -- thought at the local level as being quite esoteric, are put into practise.

This is where the crunch comes, because this is where people own land, this is where people work, and this is where people live, or this is where people recreate. We all know that local management of resources quite often is more highly accepted than provincial or national management. So where you've got local management, you've got the hands-on type of approach, whereas with national or provincial management, sometimes the managers and decision makers are not so close. At the local level, that's not always highly acceptable. Look at the case of Banff in Banff National Park, for example.

With respect to the local role, I see about five specific roles that the local area can play: the advocate role, the role of advisor and consultant, facilitator role, implementor role, and educator role. With respect to the advocate role, at the local level a council or the municipality's administration or a group representing the community can promote or lobby for action on provincial or even sometimes national policies, programs, services, and finances with respect to matters of deep concern or local issues involving land and resource management. They can be an effective lobby if enough of them get together. Sometimes that's done through a regional level or regional planning commission.

The second role that can be played at the local level is that of advisor and consultant, in that the local municipality can act in an advisory capacity to policy and program formulation, i.e., well thought and meaningful input of local ideas, local needs, local concerns and what would local priorities be in these various programs. I think Les would indicate that many local municipalities have had input into his integrated resource philosophy approach to planning. I think it has been well thought out and well taken care of.

The facilitator role is that at the local level the municipality can in fact facilitate implementation of another agency or person's program. Habitat retention programs, for example, are run whereby in the county of Red Deer the county council itself has helped facilitate retention of habitat on private lands.

The local area can also be an implementor and this a very important role because, as I mentioned before, the local municipality makes land use decisions. They make capital expenditure decisions and they make manpower commitments with respect to the implementation of programs and policies that may be local, regional, provincial, or national policies and programs. The local government does this by the popular means of taxation, by applying it through budgets, and then by applying it through budgets to municipal programs and services that include development approval and the recreation programs that affect land and resource development and conservation.

Finally, the education role: in Alberta some municipalities in fact are the school authorities. So you have a direct hands-on approach with respect to the education or the need for environmental conservation. But in the everyday activity of councillors, of the administration of a municipality, in relationship to the public, with individuals, and with the private sector, I think the local municipality has an important role to play with respect to getting across local and, I guess, provincial ideas with respect to resource management and land use

management -- just in the everyday handling of the community and civic affairs as they deal with the public and the corporate sector on land use management. So I think that the local role is very important.

I just noted, Mike, that when you talked this morning you mentioned the national and the provincial role. There was no mention of the local role at all. There was mention of the public, who in fact are local, but there was no mention of the corporate local body itself. I think quite often if you don't have local acceptance then your strategies may run amuck and may be up against a brick wall. The local benefits -- and I think there is a message here this morning -- in talking to a number of people, about 10 of them around the province, I asked for ideas on the local implementation obstacles, goals, and benefits. And the short list all the time was local benefits. Everybody had a big, long list for ideas on obstacles with implementation, but there was always a short list on benefits. I think there is a message to this group here today. What are the benefits?

As I see them at the local level -- a conservation strategy with local participation -- they are perhaps threefold: economic, social and cultural, and spiritual. Firstly, economic, because I think with improved stewardship to sustain resource activity it would of course sustain economic development and economic viability within a local area. Tourism is a good example. Conservation of agricultural land is another good example. The second benefit would be social and cultural, in that by providing and maintaining or sustaining the availability of choices of options in a municipality you are not constrained to a certain direction. Often through conservation what we're doing is providing a broader fabric and broader mosaic in the community itself, which I think leads to improved quality of life within that municipality. I think another one that is quite important too is the spiritual. In fact, through conservation, individuals and the community itself can have a pride of place. So you have pride in your own municipality, you have pride in a park or a building or some other feature or, in fact, in the whole community. Through this pride, which is some sort of an inner spiritual thing, I think it enhances community spirit and the collective spirit of individuals in that municipality. I think there can be pride in knowing you have satisfaction from contributing toward a better place to live. And I think that's quite important.

Some of the implementation obstacles as I see them -- I'm sure there are many, and some of them have been alluded to already this morning -- I'd just like to quickly run through them, or a number I would like to bring out, anyway. Firstly, -- I'm playing the Devil's advocate, I guess, a little bit in each of these five or six points I'd like to bring up -- is conservation progress? In many areas, the main bell that you measure municipal growth or whatever is through progress. Is in fact conservation progress? And I ask also, while conservation is more in vogue now, how in fact does conservation measure against jobs and tax base at the local level? I guess in that regard we have to challenge ourselves to ask the question: how do we quantify the benefits of conservation in order to favorably compare conservation with economic expansion and development? Don't take me wrong; I'm not putting development here and conservation there. I believe that development and preservation is one continuum with conservation.

A second thing I think we've got to look at at least in this province -- and Les alluded to it a little bit -- is that Alberta is the land of the abundant. There is plentiful natural gas, plentiful oil, and plentiful water, plentiful good arable land, plentiful forest, plentiful open space, or whatever. At least we perceive this. And if we have these perceived excesses, isn't it hard to excite people and politicians with respect to conservation?

The third point is, I think, the lack of appreciation of all environments and their interrelationships by the public, by the corporate sector, and by the political sector. I think that's decreasing much more so now than in the past. Too often in the past, there were single purposes for certain environments or certain resources for a short period of time. That concept is fading and sometimes it comes back on us.

Fourthly, I think a major point I would like to make is, at the municipal level, it's hard to see the global view. It's okay to talk about these motherhood and esoteric conservation statements at the national and provincial level, but sometimes at the local level it's hard to have that global view. I'd like to use the example of perhaps a wetland retention, which I think is a very noble endeavor. But at the local level they see that wetland can be drained; it can be filled in and can become a very viable industrial area. They see a river valley that can be cleared and become a very beautiful housing area, where they have lost opportunities for a park. And that municipality can say, well, gee whillikers, we just changed that one little slough. We've just taken away that one little piece of river valley. How does that affect the national strategy or the provincial strategy? Of course, maybe it doesn't that much. But if all municipalities do that, then of course it has a great impact. And I'd also like to say that what good is it for one municipality to refuse economic development on Class 3 land -- agricultural land -- when a neighboring municipality might be clamoring to get it exempt from Class 1 or 2 land. So you can't have partial participation to be effective. You almost have to have total participation.

Another question I'd like to ask is, staying power of conservation: is it an important enough issue; is it a big enough issue; is it a critical enough issue to sustain long-term interest? Will it be sustained past the next election? Or, even more important, will it be sustained past the next budget when you've got to look at cuts? Obviously, as was mentioned this morning, the conservation strategy, to be effective and successful, can't be a fad. It has to be a long-term thing.

Sixthly, and I've covered it a little bit earlier, is the lack of understanding of the benefits from a conservation strategy. Do the public truly appreciate the benefits? Do the politicians? Do the corporations? Do the resource developers? And do the landowners? It is not often the public or the planners who are making the decisions. It is quite often the corporations and sometimes senior politicians. So what are the benefits of conservation strategies? How do they stack up against the options?

I think the final point is that only recently, I think, at the provincial level have we had an integrated provincial policy and strategy for public land. I applaud the endeavors of Energy and Natural Resources or Forestry, or whatever they're called now, to do that type of thing. One of the major complaints that our commission had 10 years ago was that this wasn't happening at the provincial scale. Perhaps that's just one of the outshoots of a number of the things we've said. Les has always been a super salesman and has given a very glowing report, and maybe Alberta is the leading edge, but Alberta is far behind in some other areas too. I think it's only fair to mention that. It may not be at your department, Les; I don't know. But certainly I asked for a wetlands policy, I asked for a waterways policy, agricultural land conservation at provincial scale, or the preservation of unique monuments. We don't have those types of things. While we're good in certain areas, I don't think we can stand on our past endeavors. We have to keep moving ahead.

Just in closing, I think a number of you perhaps have seen -- I think my time has gone -- this month's National Geographic. It was actually the introductory editorial by Gilbert Grosvenor, the president of the National Geographic Society. He was talking about a questionnaire by the National Geographic Society with regards to open space and outdoors, but I think it applies to most resources. He has come up with a summary statement. I'd like to use it to amplify what I said this morning. He says the idea that the burden of protecting a natural resource for the future should be shared by all levels of government and by users themselves is emerging. People support federal help to state and local governments for recreation projects and they want governments at all levels to lead in providing accesses to beaches and waterfronts. So they want co-operation. They want commitment from all levels of government. However, he also says they like local management and maintenance of local resources. Thank you very much.

(APPLAUSE)

ALISTAIR CRERAR: Our next panelist is going to be Maryhelen Posey. She is vice-chairman of our Public Advisory Committee. She is also co-chairperson of the steering committee for the Alberta Conservation Strategy. Her background is an excellent one for a nongovernment organization. I think -- do you come from the Nature Federation? -- the Nature Federation of Alberta, which is a major nongovernment organization concerned with conservation. And she'll bring the perspective of a nongovernment organization to this question. Maryhelen.

MARYHELEN POSEY: Thank you. I hope my voice holds out; I was exposed to a wide variety of toxic chemicals Monday through yesterday and it has affected my nasal passages a bit more than I would have wished. Also, this may lurch once in a while. I discovered that Mike thought I was providing all these case studies and they have since restructured themselves a bit. I borrow case studies from everybody else, though.

I think we want to start with the question of why nongovernmental organizations are, in my view, vital in the development and implementation of a conservation strategy. And that takes us on to why nongovernmental organizations exist. By and large, when we talk about nongovernmental organizations in meetings like this, we do not mean the local bridge club. We're talking about groups that have educational and evocative roles as well as recreational roles. They may or may not be obviously political, but they are concerned with some kind of long-term impacts on their interests of the activities of other organizations and agencies. And they tend to form, or at least used to, rather spontaneously, easily, starting with small member trips -- some of them fade in and fade out. We seem to be going through an astounding resurgence right now in the formation of new societies in Alberta related to wildlife. I don't know whether they'll all stick with us or whether we are about to have one large one or what.

The difficulty is that these small groups which generally generate a great deal of enthusiasm, find it difficult to make themselves very clearly heard even at a local level, much less at a larger level. They tend to conglomerate to form associations, formal or otherwise, with groups. I'm extremely familiar with this process. I started out representing one small organization to the Federation of Alberta Naturalists, which is an organization of organizations. The Federation of Alberta Naturalists is then a member of the Canadian Nature Federation. You get this, in large part, a federation of federations. It was as a representative of Canadian Nature Federation that I came to the Public Advisory

Committees, which is, of course, a really big conglomeration of organizations. At the same time I've been part of establishing a much more informal association of related organizations with good Calgary representation, which has permitted us, even before unemployment reduction grants became available, to hire part-time staff and actually run an office in Calgary that represented four or five organizations, no one of whom could have hired more than a sparrow to sit on the front steps. So I'm familiar with the effectiveness of organizing together.

I am certainly familiar with the one major advantage that PAC has over all of these other steps in the process and that is that it has a permanent base, permanent sorts of funding, staffing, and the secretary continues to exist even when you go on summer holidays. This is not true if you are an exclusively volunteer organization. Everything comes to a screeching halt the second your four or five or 10 or 20 or 300 active participants are unavailable. So in terms of facilitating continued existence and the efficiency of nongovernmental organizations, the PAC structure has been very important. And it's because of that that we've been able to get as far as we have in developing a conservation strategy.

I'm sure that it was critical that it was PAC and not ECA that Alistair handed this political football. Because, as we've already heard this morning, we're talking about people management, not resource management, really, and people don't like being managed very well. They're remarkably difficult to manage. In fact, they are impossible to manage unless they are by and large in agreement with the reasons for the management and reasonably in agreement with the methods. Until you have broad general agreement among the people whose decisions and whose lives are related to your resource management as to why you wish to manage them, what goals you have in the long run, and why you selected the means that you selected, it doesn't matter how good the plan is, it won't work. Look at the five-year plans in the Soviet Union. They do not work because people management is assumed to be by fiat. In many cases, the rationale for the plan was not what brought it down. It was the failure to co-operate at, for instance, the local level, because the local people had never been asked to participate in setting the goals or selecting the means for achieving them.

NGOs are only the first step. NGOs are people who are already out there convinced that there are goals worth arguing about and trying to accomplish, but NGOs give you a very broad base, particularly if you look at a structure like PAC, where I have the opportunity regularly, as a representative of very distinctly a conservation organization, to meet with a representative of commercial fishermen of Alberta or forest products industries. These are not people who would normally come to a Federation of Alberta Naturalists meeting on a spontaneous basis. We might conceivably manage to invite them as speakers but we're not going to get casual exposure to each other's views. From the PAC structure I think we are in a position, then, to go on to an effort to involve people of the province in a much larger way. Mike didn't tell you this morning, but we were hearing what almost amounted to horror stories from -- was it Malaysia, Mike? -- where they were having the entire population of a village show up in some cases for public participation, where five hundred people were there to discuss the local implications of a conservation strategy. Public involvement obviously can be very intense. I think it would be fairly easy to proceed from the PAC structure, which already involves a great deal of public involvement, through organizations to a more general public involvement.

That the structure permits us also to do a lot of the work outside of government, I think is very valuable. I don't know about Ontario, but in Alberta I suspect we're more cynical about government, period, than about slogans. This seems to be my experience. Very often we find historically we've been told, well, the conservationists are opposed to such and such an interest group -- the mining interest, the gas and oil interest, the farmers. Very often we find that, in fact, we are not if we are put in a position where we can sit down together. The effect has been to develop the conviction that there is with this government a desire to be contrary in some instances.

We have some case examples of things that work very well in the province that I'd like to mention because each one of them points up a problem, a recent step forward. One of the nicest ones is the irrigation district here in Alberta that through fortunate coincidence is in a position to manage all the non-private land in the irrigation district as well as manage the water once it has been allocated to that irrigation district and had done so with very considerable regard for -- obviously the needs of agriculture, which is their principal mandate -- development of recreational lands, including wildlife habitat, explicit provision for park areas for hunting, for fishing, for landscape, and also for general community development. They've given a good deal of consideration to the degree to which what they do within their irrigation district ought to benefit people who live outside it, partly, of course, due to the fact that they were trying to promote tourism into the area, but partly also in recognition of the fact that at least the water they are using even if it is not provincial land. And they've done an excellent job. In a sense they have written a conservation strategy for their little chunk of Alberta and it's working very nicely. Very nicely. They have a process in place that permits them to make their decisions on an ongoing basis.

The only hitch is, that was short grass prairie. And it is parkland now. The species they are maintaining in excellent abundance are not species that were native to that area. The decision to make that a different ecosystem was assumed before they began. But it is that kind of decision that we must be making in this province. As Les has said, we haven't made a lot of our resource allocations. What we must be very careful not to do, without extensive consultation with the public, is assume that we know what we are managing for. Because a decision to maintain or not maintain short grass prairie is one which in this case was taken without anybody thinking very hard about what it meant.

To refer to our oil and gas sector on management -- he's right; the Energy Resources Conservation Board and the structure within which it exists is excellent. About 10 years ago they found themselves -- they are charged with not only efficient managing of the energy resources of the province as such, but also with trying to balance them against local and landowner interests and needs. About 10 years ago they found themselves faced with the fact that in many cases landowners and users, particularly, who were part of a proposal involving public land, wanted them to consider environmental questions. They are not staffed for this. They are not designed for it. There is simply no way that it can be properly integrated into what they are doing. And there they were. They did an excellent job of trying. But it was at that point that it became very obvious that this kind of participatory model of some kind had to be extended to general questions of conservation and development, not just the energy sector.

This was, in fact, at that point, one of the very few cases where there was much formal structure for public participation. The integrated resource planning and management program

which Les referred to is designed to provide us with a similar kind of structure process for decision making in the long haul as well as on the immediate scale for public lands in general. I think it's had more growing pains than Les feels it has had. I'm not sure it's quite emerged from them. But in terms of giving us a process and a model for using, the only real problem I see with it is that again it is too easy for the ultimate objectives of the program to be set down without as much public consultation as one might like. This has not been as big a problem to date as I think it might be in the future because it followed a very extensive public participation process on the Eastern Slopes as a whole, which went to: what is it we want to do with them? -- to that very question. The difficulty is going to lie again in integrating this with management of private land. You can't draw geographical boundaries and say you stop planning there. The process obviously has to be different.

But where I think our biggest difficulty is going to lie is in reminding ourselves, as Bill was reminding us this morning, that it is where we are going that has to be the first thing we come to a consensus about. Once we know where we are going, we now have a variety of means available to us for working out how to get there. But we must not assume we know where we are going. This is something about which the public may in fact be in general agreement with us. Odds are they don't know it, if only because the terminology of the conservation strategy is unfamiliar to them. We must assure ourselves that we all know where we are going before we start figuring out how to get there.

The role of the government obviously is to facilitate this. Mike thinks we've got all the parts to the bicycle, but I'm not sure if we've -- I think we've got all the parts, but I'm not sure it is all one bicycle. I've worried about this right from the start. I know we had situations where you have one program to facilitate or encourage the retention of wetlands and another program, sometimes within the same government department, encouraging the draining of wetlands. I have encountered a farmer who claims he could make as good a living by applying for one program in the spring to drain his wetlands and re-applying to another program in the fall to dampen them again, and just keep doing that -- spend all your time either draining or undraining your wetlands. This kind of conflict between programs is sometimes more difficult to discern because as a rule the two conflicting programs are not in the same department. And while Les is right, that an enormous amount of interdepartmental talking is going on now, I think one of the things that struck me most about the documents that were presented to me in Ottawa this June to show me where Canada stands both in terms of federal programs and various provincial programs in meeting objectives for a conservation strategy, was that there were an awful lot of departments in the government of Alberta that I know are going to be critical who had not been consulted -- not formally and officially. Transportation, for instance, did not seem to be listed among those departments who had been asked what they thought of their programs in view of their relationship to the conservation strategy. Yet I have seen ERCB very carefully turn down a route for a power line because it would interfere with prime farmland and a year later watch Transportation put a road on it.

You can't assume that there is any department of any government that may not have a program somewhere that can either facilitate what you are trying to do or really bollox it up. You're going to have to get them all involved and it's going to be a lot of work ferreting out which parts go to which bicycle and whether in the end we have two bicycles or a tandem bicycle, and if it's tandem does it aim both ends both ways or is it all going one way. I think that this is not quite as simple as Mike thinks it is, but this is a critical role for government. They've got most of the parts for the various bicycles. We don't necessarily know very

much about them. They don't necessarily know about other departments' bicycles. Some of the bicycles are undoubtedly in the process of being redesigned and not all the new parts have arrived. And I'm a little worried about what happens if we're expected to put them together. However, once we've located the parts of the bicycles, sorting out which parts go with which bicycle and which bicycle we actually want to build out of the selection provided, again, government will be very useful.

I think we should remember though, that the role of government in people management is really rather limited. There's an enormous amount of people management that goes on because we all take some things for granted and simply act as though they are true. And we're back now with the consensus on where we are going and some kind of general agreement on the appropriateness of the methods we've chosen to get there. If we achieve that, the degree of explicit people management that will be required is reduced enormously, because people will be taking those goals and those methods into account as part of the way they assume they will live. I don't get up in the morning and worry about whether I'm going to wear a loincloth made of orchids or whether I'm going to put on clothing made of cloth. This is one of those things that I figure I can take for granted. I don't worry as a rule about whether or not I'm going to have to make breakfast by candle light or electric light. I live in a world where certain structures and certain assumptions are just built in. The greater the degree of our consensus on what they are, the less people management you have to do in that connection. And this, it seems to me, is the ultimate goal of our efforts in developing a conservation strategy: it is to communicate with the people we represent -- all of us 170-odd on PAC -- both directly and indirectly well enough that the goals and the means to achieve them on which we ultimately agree for this conservation strategy for Alberta are sufficiently taken for granted that it does not matter what happens in the next election or the next budget, because in fact most of the people management will be being done by the participants without their thinking about it.

The point at which government then is really critical is in establishing or at least facilitating the development of processes like the IRP process through which, when there are conflicts or changes which are essential in the means we're using for particular decisions, the structure exists which you can automatically click in which permits all participants who are concerned in that particular decision to come back together for that new decision. And that, I doubt, can be managed without government assistance. But I'm afraid that most of the parts of the bicycle are going to end up in public hands simply because this is the kind of thing that we really have to handle through people doing it without thinking about whether or not that regulation tells them they must.

Finally I would like to speak for the necessity, I think, in the long run, of a structure very much like this at a national level -- whether federal or not, I'm not sure; I'll need to fight that out later -- but at a national level. It is far too difficult for us right now to conceptualize even the process which might make this automatic people management process occur cross-jurisdictionally. One of the reasons is that it is very, very difficult for the appropriate NGOs to begin the process, because at most we see each other about once a year for a day and a half. And it's remarkable how little you can do in that time, no matter how exhausted you may be. So I've also got a sales pitch for PAC and I want to see one on a national level. I think I'll stop there. I hope I've provided enough ghastly case histories for now.

(APPLAUSE)

ALISTAIR CRERAR: ...to provide a substitute for Doug Bruchet, who was going to be with us from the Canadian Petroleum Association and give the industry viewpoint on the conservation strategy. Tom.

TOM BECK: I'm here because Alistair Crerar is such a good fellow and I didn't like to see him get in a jam because he'd lost a panel member. But you'll probably notice there's some body language at play here. I'm sitting off to one side because I don't want to be identified with these people who have prepared excellent presentations for you over time. I've sat here in the last few minutes and scratched some notes.

In any event, let me also say that I'm not going to act as a substitute for anyone from industry, but I'll try to share with you some random thoughts and insights into industry that might equip you to identify with some of the problems that will result from trying to achieve practical application of conservation strategies. I think I should, in fairness, tell you a wee bit about whatever background I have in industry because, as you know, I'm really at this assembly as the chairman of the Federal Environmental Advisory Council. But for quite a long period of years I was involved in environmental management for the oil and gas industry and, to a lesser extent, the mining industry in both Canada and the United States. I was really very fortunate in that regard in a couple of ways: One, I had an opportunity to see virtually every corner of Canada, which I think was a rare privilege and, in addition, some parts of the United States. And, also, you might be interested to know that I was very, very free to exercise the life-long interest I've had in conservation. I think that's a tribute to the particular companies that I happened to be with. It's something that a lot of people find surprising, but I really must give credit where it's due.

Having said that, let me say that I am not now nor indeed was I ever a spokesperson for industry. For the purposes of this panel, I think it best if I'm considered a resource person. Industry doesn't yet fully accept that their first interest, that is, making a profit, is well served by pro-active involvement in conservation. I think the fact that they have failed to field their own spokesperson today is evidence enough of that. That failure is in spite of the very, very best and hard efforts of Mr. Nelson. In fact, when an industry person comes to a discussion like this it's impossible for them to talk as a spokesperson for the industry at large. An industrial association is only as strong as its weakest link. You have to realize when someone from an industry stands up before you that they will hang themselves out to dry if they go too far in advocacy on behalf of conservation or any other subject because they are trying to speak for the average rather than the cutting edge of their industry. In the matter of developing a conservation strategy, I think you really do need to have someone who can give you a bit of a cutting edge.

Companies are like people -- good and bad among them. Generally, I think, the perspective that lends itself to industrial application of a conservation strategy exists at the most senior level in the good companies, if I could call them that. In other words, look to the chief executive officer. Look to the President of selected companies to provide you with the insight and perspective that you need to be fully successful in the development and application of a conservation strategy.

This perspective exists, in my experience, in much smaller quantities at the middle management level. People in middle management in industry are generally preoccupied with budgets. They would view developmental work on a conservation strategy, even application of it, as a drain on their budget and therefore undesirable. You again find the good,

constructive perspective at staff and support levels, specifically, if you use the oil industry as an example, among their environmental staff people. You now will understand the concern that I have that I commented on very briefly yesterday about the loss of that expertise in the case of the Alberta oil industry. There has been a serious loss of it. That will make it more difficult for legislators, politicians, bureaucrats, NGOs -- all of those people who have a demonstrated interest in conservation strategy. It will make it more difficult for them to obtain from the industry or a given company the support and input and help that they surely need. In other words the loss that I'm talking about directly impacts the industry's ability to identify with, let alone properly apply, the practical steps that are necessary for a successful conservation strategy.

I've used the Alberta example -- let me just for a couple of minutes talk in a more global context. Industry on the world scale is involved in some worthwhile efforts. About a year ago, there was a conference organized by the International Chamber of Commerce in co-operation with a United Nations environment program to increase the awareness among people in industry about the linkage between the environment and development, sustainability, and that type of thing. At that conference, it was interesting that there were quite a few ministers from developing countries and they very candidly served notice on these multi-national corporations who were in attendance that they expected the industrialists to bring with them their environmental management capability and not to leave it at home when they came to their countries to work in development, or to put forward projects, and so forth and so on. I couldn't help but note that, because these people were assuming that that expertise always exists. In fact, it doesn't, or I submit to you that work on these conservation strategies would not be nearly as necessary.

But still on the global scale, you have worthwhile things like the World Commission on Environment and Development that we heard about yesterday, the Brundtland Commission. Included on that Commission are industrial leaders from around the world, and I look to them again from the top level to provide the direction. I'm hoping for good things that will be of practical application by industry, and that as a result of peer pressure within industry -- which is a great tool to work with -- there will be some concrete steps made. Mr. Shaw made reference to the cross-correlation of ideas. I think that is something that is worth reflecting on, because it is again something that needs to be done or provided for in any conservation strategy, that is to say, specifically reaching out and borrowing these people from industry as best you can.

That's a random expression of some thoughts that I've had, all of which say that from within industry, as far as the conservation strategy is concerned, there are individuals with the interest and others who have the understanding. But seldom the twain shall meet unless your efforts are directed toward their involvement. Alistair, I'll let it rest at that.

(APPLAUSE)

ALISTAIR CRERAR: Thanks very much, Tom. I'm now going to open -- I'm not quite going to open it up to general discussion. I'll first of all let the panelists have first crack at making any kind of rebuttal statements, amplifications, or whatever they want, before we throw it open to the general discussion. Les, are there any points you want to make after hearing the others?

LES COOKE: Just one point, if I can, Alistair, and that is that I think that all of the

discussion has to be understood in the context of evolution. Again, I have a fear of activities that have a beginning and an end. Those activities basically presume that you can start off by reaching a conclusion or arriving at an objective and that after some fixed period of time you will attain the objective. That is a completely incorrect perception of what happens. Again, we're referring only to the case that I'm involved in, that of land and resource management in this province. That process has been evolving for 50 years. It'll evolve for the next 50 years. The sense of success, the sense of where you are in these processes, has to be understood in that kind of time context. If anybody thinks they're just going to undertake some kind of grand activity and at the end of that sit back with a great deal of satisfaction feeling that they've achieved what they want, they're in for a big, big surprise.

ALISTAIR CRERAR: That's a valuable insight, Les. Let's go on to Bill Shaw. Any points?

BILL SHAW: No comments, Mr. Chairman, other than just sort of an inside joke. I hope Les takes that forward to the Alberta Planning Board.

(LAUGHTER)

MARYHELEN POSEY: Thanks, Bill. I'd be very pleased to hear that, too.

ALISTAIR CRERAR: Maryhelen?

MARYHELEN POSEY: That's sufficient.

ALISTAIR CRERAR: Since Tom ended the parade, we'll assume that he had any points that he wanted to make about the others already covered. Okay, anybody from the floor? Any questions? Okay, you first, Diane.

DIANE MALLEY: Manitoba is party to a federal/provincial forestry renewal agreement, a five year agreement. I think it's valued at \$4 million. Reading this document over, the words "forestry," "wildlife," "soils," "water," aren't mentioned. In view of the integrated resource management policy that Alberta has, does it have such a federal/provincial forestry agreement and does it include wildlife, water, and other interests?

LES COOKE: The province does not have a federal/provincial forestry renewal agreement. We have a small federal/provincial agreement dealing with forestry, but it is entirely oriented to forest products research. I think in looking at federal/provincial agreements of this type, you can assume that the nature of these agreements is usually attempting to fill some kind of a void that's been left in the province. In Alberta's case, in the early 1950s, the people who were the senior management at the head of the department of lands and forests had a great deal of foresight and introduced in Alberta's case a very, very demanding set of standards in terms of the responsibility of industry in forest renewal. Alberta has a record that, to date, has seen -- and again, don't hang me on the exact numbers -- but something in the order of 90 percent success in the regeneration of areas harvested since 1956. We also have had a program under the Heritage Savings Trust Fund for the last 10 years of going back into the areas that were harvested prior to 1956 and rehabilitating those sites. I say that because the area of forest renewal is something that has been well cared for in the existing programs. In our case, research was an area that we were weak in, particularly with the presence of hardwoods in Alberta that traditionally have had very limited value. We decided to turn our attention in that agreement to that.

The business of how you plan for forest renewal, which is, I think, the other half of your question, is one that is also highly integrated. The operational processes that are undertaken by any of the agencies -- particularly the ones where the contact is within the department, and I think to a great extent now outside -- are also highly integrated. So that when in fact we are planning for a forest regeneration, there certainly are elements related to wildlife management, watershed protection, and things like that.

DIANE MALLEY: I have one more question which may not be a quick answer; maybe we can talk about it later. How do we set limits to growth? Are we just going to continue to allocate land and have it used in some way which changes it [inaudible].

ALISTAIR CRERAR: Who wants to tackle that question? Joe?

JOSEPH GARDNER: The whole thing we're talking about here is sustainable development, and the limit to growth is sustainability. That's what we're here for.

MARYHELEN POSEY: That's not as easy as it sounds because you can say Red Deer is now at its limit given the current methods of extracting and exploiting the resources that sustain Red Deer -- no bigger. And maybe you can make it stick. The impact on Blackfalds, Eckville, Innisfail -- closely geographically related to Red Deer -- may be much harder to predict. And in fact in the end [you end up] recognizing that the limits to growth are global. But somebody better figure out how to integrate local, regional, limiting structures. Yes, ultimately we want this planet still to be viable when our great-grandchildren inhabit it. And ideally that will be true of Alberta as well as other parts of the planet, but it's not necessarily easy to say, at the level that we can now assess sustainability, how you set the growth.

ALISTAIR CRERAR: Did you want to comment on it as well, Les?

LES COOKE: I think the answer is the answer that that gentleman gave. I think the answer is sustainability. Sustainability is, to me, in Alberta's case again, a function of two things: a function of having policies that are founded on the principle of sustainability. By policies I mean legislation, regulations, and things like this. In Alberta, to use one small example, our forest management system is based on a principle of sustainability and there is no question about that at all. We intend to have a sustainable forest products industry. We intend to have sustainable land uses in the area that is managed in our permanent forest land base. That is an example of where that sustainability is built into the legislation. If you examine legislation that governs forest management across Canada, you will find that very little of that legislation is based on a principle of sustainability. That's one of the concerns that's been expressed nationally quite a lot over the last few years.

A policy base is the key. It has to be present even in a sectoral policy. The planning system does a good deal, whether it's on private land or public land, to ensure that that principle is in fact met, again, partly because of the process, not because planning per se has any assurance of being able to have that objective achieved. But what it does is it makes those decisions open. The openness usually is a good, effective way of attaining balance. Now it's easy enough for all of us to say we want a balance between protection and development. The best way to get that is to be sure that all of those in the complete spectrum of land activity are involved in that planning process. It's very difficult to sort of run one through the

system. I'm sure, as Bill suggests, when you've got all these people examining what it is that you're doing, it tends to enforce the balance.

ALISTAIR CRERAR: Okay, Mike. Do you have a point you want to make?

MIKE KELLY: Yes. The nation you were referring to, Maryhelen, was actually Botswana. Malaysia has a very interesting history of its own; it's different. What I wanted to do was re-emphasize again the importance of what Les's last comment was. And further to that, the learning process that you describe that took place in the interdepartmental committees is very familiar to me because, in a sense, the way the conservation strategy has been developed to this point in Alberta has been taking that same process and expanding it more, to all the other participants in the public advisory committees. It's a learning process for all of us to go through, to learn how that process really works, and that the conclusions you will come to on the basis of involving all these various conflicting interests is a better product than you will get in any other fashion. If there's one thing that I hope that the conservation strategy in this province can achieve, it is spreading out that same experience that you describe in your interdepartmental committees, so that conservation strategy and integrated management planning and such like as you're describing isn't a fad. It's something that the public and the industries and the NGOs in this province have the opportunity to experience so that they will support this process for the long term. I really wanted to reiterate that.

LES COOKE: There is a danger in that process too, Mike, and that's a danger that is present already in the world conservation strategy, or is reflected in it. That is that in order to achieve the consensus where there isn't a specific issue at stake, the way to do that is usually by generalizing. You can generalize something to the point where it is effectively without any real meaning. The test of a motherhood statement is whether or not you could realistically do anything else but that. A concern I have with very general strategies is they ended up with a series of statements that nobody in their right mind could ever take issue with. But the interpretations by any of those participants could be virtually covering the complete spectrum. You have to be careful. One of the things we have learned in our planning process, because we were there looking at a specific thing, is not to permit that plan to generalize the problem away and leave it for another day. That is a very major danger in policy development exercises or planning programs, the business of generalizing problems away. You have to stick their noses in it and say, folks, you know, it won't do to simply adopt wording that will accommodate anything. You've got to get down to the issue. In some cases that may mean that people are giving something up.

Again, to me, the process that you want to go through in a conservation strategy development is quite different than the planning approach in the sense that we have something specific. So we can run the problem, if I can call it that, to ground. We can actually say, here is a specific scenario or a specific situation. It's much harder to do that in a strategic planning exercise. So I simply flag a danger point and that is that you can turn out a document that will sound like absolutely the greatest thing in the world, but which is of very limited value in its application.

ALISTAIR CRERAR: You've just eliminated the function of Henry Kissinger.

(LAUGHTER)

ALISTAIR CRERAR: That might be a very good thing. Anybody else? Joe?

JOSEPH GARDNER: I'd just like to underline something Tom Beck said. He pointed out that when you're dealing with good companies the best place to go is at the top level because middle management are too concerned with the details of their budgets. I spent 35 years, or most of my time, it seemed like, over 35 years, trying to raise money for research. In the forest industry, the last place to go is middle management. You have to go right to the top, because middle management -- the foresters, the chiefs, the vice-presidents in charge of timber lands -- they're concerned with their budgets, and anything that went to support research would go out of their budget. You had to get to the top. It's not quite the same with government. If you want to get support for some good thing, sometimes it's best to go to middle management.

(LAUGHTER)

TOM BECK: Alistair, to follow up a little on Gardner: you always have to keep in mind that the top might be the shareholders.

(LAUGHTER)

TOM BECK: There's an interesting recent example and I'm not absolutely sure that this is what occurred, but there was one company in the province that proposed an activity -- Shell Oil. There was some controversy attached to it. This is, of course, the well that Shell proposed for just outside Waterton Park. A considerable amount of publicity accrued, thanks to the one of the gentlemen of the press who's sitting back there, and it became a matter of more general interest to Albertans than might otherwise have happened. The end result of that, as I understand it, and I do have bits and pieces of direct insight here, was that an appeal was made, obviously to the company, by some of the concerned individuals or organizations in the province. It didn't get the reaction that those concerned individuals wanted. Subsequently, key shareholders in the form of the royal families of both Britain and Holland were appealed to. I'm told that in fact that had a very marked effect on the final decision by Shell in the form of direct pressure, if you like, on the President of the company from these key shareholders. So I just mention that because I think it underscores what Bill and I said earlier: that you really have a very broad umbrella here when you start talking about conservation strategies and the range of individuals who ultimately are going to be involved. I lean heavily towards the direction that Mr. Shaw pointed us in and the value of integrated management processes that Mr. Cooke mentioned. I think your best success finally comes from the local level. At the present time we've got some evidence that it swings far away from that before these things are finally

SPEAKER: What other companies do the Royal families hold shares in?

(LAUGHTER)

MARYHELEN POSEY: Fling in Norway too. They can be co-operative sometimes.

ALISTAIR CRERAR: Okay, Bob?

BOB PAGE: One of the components in the system as I see it which is not represented here this morning is the role of regulatory boards. In addition to government planning I think this is

an incredibly important aspect here that hasn't been addressed, or addressed very directly. I've seen, for instance at bodies like the National Energy Board, a distinct reluctance to accept arguments related to a conservation strategy on the basis of the fact that they had no mandate from government to consider it. And I think that's very regrettable. I don't think that reflects the National Energy Board after 1959 but that's my opinion and it doesn't count for very much with the local MP. Secondly, I think that in coming at this -- and this is one of the reasons why I really like this panel this morning -- is it's got to be translated from being an academic exercise, with idle academics like myself carrying the weight, into the kind of practical reality of how we govern, how we regulate, and how we develop. I think that's the great task for so many of us who are trying to put this thing forward in the next year or two or three in connection with it. And it's a darn hard one. Because it is really reflecting the very way in which the complexity of government strangles change in so many instances.

BILL SHAW: Mr. Chairman?

ALISTAIR CRERAR: Okay, Bill.

BILL SHAW: Just a couple of observations. I think it's very important about these regulatory boards -- I know in Alberta that many of them are looking more and more towards environmental issues. I can remember about 12 years ago standing in front of the ERCB on a coal mining hearing in the county of Paintearth and talking reclamation and some of the economics of that and the lawyer stood up and said basically the reclamation of land had nothing to do with this hearing, whereas today that, of course, would be unacceptable. The ERCB sort of hasn't been [inaudible]. It's always a privilege to stand before a group like the ECA and their informal process as opposed to the ERCB, where there's 43 lawyers from all across Canada who feel threatened by various types of things. So I think the ECA has a very important role too in the province.

The question with regards to limits to growth: I'm always concerned that people react best to crises as opposed to, you know, looking forward. And that does concern me. But with regards to limits to growth, I've always been told that the planners for Russia were going to limit growth of Moscow at 4 million people. Its now about 11, 12, or 13 million. If they can't accomplish it with their government systems, I'm not convinced of what we can do.

The next thing, too, is that while I've tried to put forward the role of the local level, many of you were talking about specifics and [said] don't be ambiguous and general. I detect a trend at the local level and local plans and guiding instruments to become general and somewhat esoteric and motherhoodish and don't get involved with the details; let us treat each issue and application on its own ad hoc basis. And that's a dangerous thing to do. So they do require leadership from the Province and groups such as this. They do require the pressure but also to retreat back to that safe ambiguous level and treat everything as it comes before them.

ALISTAIR CRERAR: Okay, Mark.

MARK LOWEY: Correct me if this is the wrong impression that I got from what you're saying. What I hear you saying is that the province doesn't need a conservation strategy per se because those conservation principles are already built in to the land management process the government uses. Is that correct?

LES COOKE: From a practical standpoint I would say that is correct. What I'm suggesting is that if there is a perception, Mark, that you need a conservation strategy in order to begin a series of processes, that in Alberta's case, that is not a reasonable approach to take. In Alberta over the last 10 to 15 years we have put in place a large number of elements that taken together constitute a conservation strategy.

MARYHELEN POSEY: I think the question is -- the operative word is "put in place." We're trying to achieve something that is not part of the government structure directly and is not necessarily designed to lead into, but merely to incorporate or integrate to some extent some of these processes, with a much larger degree of public consensus as opposed to civil service consensus.

LES COOKE: Both of which are necessary.

JOANNE HEDENSTROM: And of course there may be some people who would disagree that it's being taken care of so very well.

ALISTAIR CRERAR: I think that's Joanne Hedenstrom, a late arrival. Okay, it's actually 7 minutes after 12 and we're supposed to quit at 12.

WORKSHOP WRAP-UP

There generally seemed to be agreement in all three workshops about the major obstacles and solutions to overcome them, with respect to implementation of Provincial Conservation Strategies.

One common obstacle had to do with clearly identifying where it is we are going and agreeing on definitions of important terms in the project; for example, terms such as "strategy," "conservation," and "sustainable use or development" are all difficult to define in a way that everyone understands and accepts. Other problems related to this have to do with the ways we measure (or don't measure) conservation and conservation performance and how the benefits are compared with other easier-to-measure, more widely understood indicators of economic performance, such as jobs, and so on. Knowing when we have achieved our conservation goals is also difficult to assess; how do we know, for example, when we have sustainable development? Misunderstandings of the terms and the purposes of a conservation strategy can create barriers to co-operation, and it is important that the real and practical advantages of such a strategy be recognized as such.

These obstacles concerning definition of terms are complicated by a second obstacle, that is, identifying an appropriate time frame. The traditional time frames of business, industry, and politics tend to be relatively short term -- certainly shorter term than the time frame of society at large. It then becomes difficult to make a case for setting goals that may take a generation or more to achieve. Many managers involved in renewable resources (such as fisheries or forestry) are used to thinking in the longer term, but for those who are required to produce a balance sheet on a quarterly basis, this is very nearly a foreign concept.

A third major obstacle has to do with overcoming the resistance to change among those who have vested interests at stake. Any suggestion for change usually implies that something is wrong with the ways things currently are being done. It is not easy for many individuals and agencies to accept suggestions for change which have originated from outside. Further, the tendency of North Americans to compartmentalize their government institutions often means that departments or agencies that should be working intimately on conservation issues become fragmented and more interested in protecting their own programs than than looking for ways to eliminate overlapping or counter-productive programs.

Fortunately, most workshop participants seemed to be optimistic that ways do exist to overcome these obstacles. Solutions tended to overlap with each other and, to be effective, may need to be considered simultaneously. For example, education and communication are essential to getting widespread support for development and implementation of a conservation strategy, and can help to overcome resistance to the project. It is important to recognize that there are different audiences, many different ways to reach them, and varying time frames to consider in the approaches that are taken. In the long term, incorporating conservation strategy principles and objectives into school curricula is likely to influence future generations of decision-makers. But in the short term, use of the media, audio-visual materials, interpretive programs, and other ways of showing people the impact conservation has on their lives can be effective means of obtaining support.

The broad principles can be communicated in general terms, but to make real progress, it is necessary to establish a direction and agree upon definitions and measures of progress. This can be a difficult, time-consuming process and points up the need to have a diversity of groups, organizations, and individuals involved. This early involvement elicits commitment to the process and to the ultimate product, giving all parties a chance to "buy in" to something to which each has contributed.

Finally, a conservation strategy is something that cannot be produced or implemented from the top down. Without input and commitment from those with local expertise and experience, a strategy imposed from without or above is doomed to failure.

RESOLUTIONS AND RECOMMENDATIONS

RESOLUTION

Considering that the negotiations on free trade with the U.S. are ongoing;

Considering that the MacDonald Commission, following an extensive public consultation, chose to underline the possible effects on our environment following a negotiated free trade agreement;

Considering that the quality of our environment must be protected and enhanced;

Considering that the present elements being discussed at the negotiating table could have important effects on the quality of the North American environment;

Be it Resolved:

That the Joint Assembly of the Canadian Environmental Advisory Councils, during their 10th Joint Assembly held in Edmonton on the 25th of September 1986, recommended to the federal and respective provincial Ministers that the necessary provision be secured through the present negotiations in order to ensure: (1) that the quality of our environment be considered in all negotiations; (2) that the Canadian contingent be assured of an adequate representation of individuals who have a direct interest in the preservation and protection of our environment in a manner which is consistent with our Canadian lifestyle.

Marcel Junius, Quebec

Louis LaPierre, New Brunswick

RESOLUTION

Background

As stated in the foreword to the first Canadian State of the Environment Report:

The environment is the foundation on which we base all economic and social activity -- in fact, it is the base of life itself. ...systematic, comprehensive, regular reporting on the state of the environment is no less indispensable to the country than a statement of national accounts or the cost of living index; it is as essential to individual Canadians as a bank balance statement or a regular medical examination. All provide a basis for assessing our condition as a nation and as individuals, and for planning our future.

Resolution

This Assembly therefore commends the Federal Minister of the Environment and his Department for production of Canada's first nationwide state of the environment report; urges that such reports be prepared and published on a regular basis; and recommends that all levels of government, public, and industry undertake joint development of an expanded

and improved environmental database as the foundation for future national state of the environment reports.

Canadian Environmental Advisory Council

RECOMMENDATION

This conference commends the Environment Council of Alberta for its efforts to develop a Provincial Conservation Strategy through a process of public participation, and recommends that individual councils, within their respective jurisdictions and within the terms of their respective mandates, initiate and/or support efforts to involve the public in development of overall strategies and solutions for specific local and regional environmental problems utilizing the principles and concepts set forth in the World Conservation Strategy.

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DATE October 1, 1986
RELEASE DATE IMMEDIATE
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Can Canadians have free trade, and a clean environment too?

That issue was one of several raised and debated at the 10th annual Assembly of the Canadian Environmental Advisory Councils meeting in Edmonton last week. Hosted by the Environment Council of Alberta, delegates from coast to coast were present.

Dr. Dixon Thompson, a professor of environmental science from the University of Calgary, told delegates there are at least 17 environmentally important areas of concern with respect to the free trade negotiations which are now underway. Thompson suggests the chances are these issues will be left out of the negotiations because Chief Negotiator Simon Reisman's staff does not include people who would readily recognize, or understand, these environmental issues.

Among Dr. Thompson's list of concerns is that an agreement might reduce industrial or environmental standards, testing, and approvals to a "lowest common denominator" which might expose the public and the natural environment to unacceptable hazards, while exposing industry to bankrupting law suits.

Not all of Dr. Thompson's concerns are negative, however. In fact, he feels that if his list of 17 concerns is examined and incorporated into any future agreement, Canada would have an opportunity to gain overall. For example, negotiations could lead to establishment of uniformly high standards across North America. Without the presence of environmentally committed advisors at the trade talks, he believes, the chance of this benefit occurring is small.

.....add one

add one.....

free trade,...clean environment?

ECA Oct. 1/86

Delegates to the CEAC Assembly agreed with Dr. Thompson's assessment. On September 25th, they recommended that all member councils urge their respective federal and provincial Environment Ministers to secure necessary recognition of these concerns to ensure that the quality of the North American environment, not just Canada's, is kept in mind during the free trade negotiations, and that Canada's contingent at the negotiations includes people with direct interests in preserving and protecting our environment.

As well, the delegates participated in workshops on developing and implementing conservation strategies at provincial and federal levels. The Assembly commended the Environment Council of Alberta for its efforts to support a process of public participation in the development of a future Alberta Conservation Strategy, a process which was started by Alberta's own environmental advisory committees. Delegates recommended that similar efforts to involve the public should be undertaken and supported by all other environmental advisory councils across Canada.

On September 24th, Alberta Environment Minister Ken Kowalski welcomed the delegates to Alberta. He also expressed his appreciation for efforts on behalf of the environment by Alberta's environmental advisory committee members working through the E.C.A.

Trade talks ignore ecosystem—experts

By DAVE COOPER
Journal Staff Writer

The immense environmental implications of a free-trade deal with the U.S. have not been considered by Canada's negotiators, say leading environmentalists.

The dangers range from lowering environmental standards to the "lowest common denominator" to match those in the U.S. in certain cases (i.e. sulphur dioxide emissions) to allowing the export of water under continental agreements. Dixon Thompson, a University of Calgary professor of environmental design told the Canadian Environmental Advisory Council's annual meeting recently.

Chief negotiator Simon Reisman's 39-member advisory committee includes representatives of many industries, but not a single person solely concerned with the environment.

Thompson said if Reisman and his team examined the long list of environmental concerns and incorporated them into any agreement, "we in Canada would probably gain overall although we might lose on some issues. But the chances of getting Reisman to understand these issues is small."

Tom Beck, chairman of the federal environmental advisory council which does research for federal Environment Minister Tom McMillan, said the council had specifically asked that someone with an environmental background participate in the trade negotiations.

Less than a year ago, when background work was being done for the free-trade negotiations, Beck said no one had con-

sidered the environment. His council commissioned the study by Thompson and then wrote its own paper on the issue.

"We felt a great urgency that this was being ignored. The environmentalists we talked to had never considered free trade as an environmental issue," he said later.

"We know Reisman has at least read our report although we have no idea of the position which will be taken."

The federal environmental advisory council, composed of 10 professionals and activists appointed by Ottawa, says Canada's ability to manage renewable and non-renewable resources, control pollution and waste disposal, and protect natural ecosystems "should remain inviolate in trade talks."

For example, Canada must continue to have the freedom to impose environmental regulations and use subsidies and tax incentives to pursue the social goals of a clean environment and sound resource management.

Says Thompson: "If Ontario switched to low sulphur coal from Alberta to lessen acid rain, the U.S. could argue that this was an attempt to change trade patterns by refusing to buy high sulphur (coal) from its coal mines in Appalachia."

One bright spot would be if Canada adopted the U.S. practice of not allowing companies to do their own environmental impact assessments.

Canadian companies usually do their own such tests, which are reviewed by provincial authorities. Environmentalists believe it is better for independent bodies to do the assessments.